

The Impact of Federal Funds on the  
Public Junior College:  
A Case Study of Daytona Beach Junior College  
1963-1969

By

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Abstract of Dissertation Presented to the Graduate Council  
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THE IMPACT OF FEDERAL FUNDS ON THE  
PUBLIC JUNIOR COLLEGE:  
A CASE STUDY OF DAYTONA BEACH JUNIOR COLLEGE  
1963-1969

By

Clinton Cook Daniels

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Chairman: Dr. Ralph H. Blodgett  
Major Department: Economics

A study of the impact, on a single public junior college, of all federal funds received in a given time span, under a variety of federal programs, and applied to a variety of purposes should be useful to decision-makers from the institutional to the federal level, since federal financial support of the public junior college is likely to be of increasing consequence. The objective of this study was to assess the impact which federal funds received by Daytona Beach Junior College (DBJC), fiscal years 1963-1969, have had on the College, and to develop an assessment model.

A description of the public junior college in general, in Florida, and DBJC was based on review of books, articles, studies, State and local publications, catalogs, and college records.

Federal funds received by the college were compiled,

with attention given to originating legislation and to mechanics of disbursement to institutions. In the given time period DBJC received \$2,072,611 in federal funds.

A comprehensive approach for assessing impact was developed. A review of studies, articles, books, and speeches provided questions based on expressed issues and concerns regarding federal funds to higher education. The questions were structured and submitted to selected individuals in Florida for additional suggestions. A selected set of 67 questions for case study purposes at DBJC was drawn from a total list of 152. Means of procuring answers at the College were projected and these included use of recorded data and documents, structured personal interviews, and a written questionnaire.

Case study results answered questions in each of several areas of concern. In student personnel attention focused on student financial aid and veterans' educational benefits. Over the fiscal years 1963-1969 federal funds represented about 41 per cent of the \$460,730 in aid to DBJC students. Beginning in 1966 the federal government became the largest single donor of such aid at DBJC, with the College Work-Study program and the National Defense Student Loan program being of greatest significance. The Registrar handles matters pertaining to veterans' programs. Small

reporting fees received from the VA are not indicative of the magnitude of tasks required.

Federal funds amounted to about 27 per cent of the \$4,360,675 spent for building construction at the College over the fiscal 1963-1969 period and enabled some construction earlier than finances would otherwise have permitted.

Federal grants totaling \$15,000 for library purposes enlarged the book collection by 2,377 volumes. However, these funds were an addition to an otherwise reasonably financed operation.

Federal funds totaling \$676,282 went to educational programs. Directions of impact were on (1) the content and teaching method of existing programs due to added laboratory equipment and instructional devices, (2) the extent of course offerings within existing programs due to federal funds for salaries and materials, and (3) programs whose inception could be directly related to receipt of federal funds.

No federal funds were received to support research.

Impact beyond specific expenditure directions was explored with regard to (1) financial operations, budgeting, and accounting, (2) personnel, (3) purpose and objectives, (4) plans and priorities, (5) organizational pattern, (6) administration, and (7) proposals, expenditures, and reports

relating to federal funds.

The nature and availability of recorded data hindered quantification. Opinions were not necessarily desiderata but, in some cases, represented the only evidence available. Assessment of impact involved comparison against previous states (largely determinable) and against what might otherwise have occurred (ascertainable only in certain cases).

## CHAPTER I

### INTRODUCTION

There are a number of interrelated points regarding higher education which together provide a rationale for the present study and serve to delineate its focus. These include (1) the importance of junior colleges, (2) trends in educational costs and enrollments, (3) sources and problems of financial support, and (4) the role of the federal government in providing funds to higher education, and specifically to junior colleges.

Junior colleges have become and will likely continue to become an increasingly important segment of higher education in the United States. In an address given in 1969, Robert H. Finch, then Secretary of Health, Education, and Welfare, made the following remarks directed to this point. They are representative of information which can be gotten from a variety of sources:

We are confronted at the outset with the explosive growth of the community college--a truly unique American educational effort. It is a development as revolutionary for this era as was the land-grant college concept for the nineteenth century.

Community colleges now number a thousand--almost double the 1960 count. The Carnegie Commission on Higher Education has urged the establishment of an additional 500 by 1976.

Enrollment has been growing even more rapidly. Today, two-year colleges serve about two million students--three times the 1960 count. This year, for the first time, more freshmen entered junior colleges than entered four-year institutions.

The mushrooming growth of the community college promises to be the chief means of approaching universal higher education in the United States.<sup>1</sup>

With regard to the trend of educational costs, Howard R. Bowen suggests that any projection of costs for five or ten years shows that costs will rise even if inflation and qualitative improvement are assumed away. Faculty salaries which have been rising 5 to 7 per cent per year will continue to rise, "though possibly at a slower rate," and non-academic salaries will keep pace with those in industry "which means average annual increases of 3 per cent or more."<sup>2</sup> "The information explosion requires ever greater outlays for library books just to keep up with the procession, and the advance of science and technology requires ever more complicated equipment."<sup>3</sup> New and expensive disciplines must be added to the curriculum, land costs near campuses are rising "astronomically," and "costs of construction are rising inexorably year by year."<sup>4</sup> Costs of purchased goods such as fuel, stationery, and telephone service are rising.



Not only are costs per student rising, but there is an "inevitable growth in enrollments. Recent estimates indicate that the number of students attending colleges and universities will increase from about 6,500,000 in 1967 to about 9,000,000 in 1975."<sup>5</sup>

With regard to support, the following projections taken from a report by the Carnegie Commission on Higher Education will serve to indicate the nature of the problem. The Commission projects that federal support will have to increase significantly in percentage and absolute terms in the next few years if the goal of "quality of result and equality of access" are to be met by higher education.<sup>6</sup> They maintain that private support will, percentage-wise, remain nearly in its present state--around 50 per cent of the total support. The share shouldered by state and local governments is expected to decline. More specifically, in 1957-58, state and local governments contributed \$1.7 billions, or 33 per cent of the total support to higher education. In 1967-68 the respective figures were \$4.7 billions and 27 per cent. The Commission projects for 1976-77 state and local contributions of \$7 billions, or 17 per cent of the total. The total past and expected financial needs of higher education are given as 1957-58, \$5.2 billions, 1967-68, \$17.2 billions, and 1976-77, \$41 billions.<sup>7</sup>

These figures point to the problem which the present writer wished to bring out. The costs, or expenditures, of higher education have been rising and are expected to continue to do so. The absolute amount of support by state and local governments has been rising and may be expected to continue to do so. But the state and local proportion of the total support of higher education has been and may be expected to continue falling. The exact projections of the Carnegie Commission, of course, need not be accepted, but they are representative of possibilities which deserve to be considered.

The crux of the matter seems to lie in the proposition that the federal government is able to assume an increasing share of financial support because it has revenue generating capabilities which state and local units lack. James A. Maxwell reports that projections expect "state and local spending in ten years to be double the 1963 level."<sup>8</sup> He goes on to explain:

Projected expansion of state and local tax revenues, based on present rates and bases, do not match the growth in spending because the yields of the major taxes--sales and property--are not very elastic. As a result, the rates and bases of state-local taxes will have to be increased. It seems likely that the financial well-being of state and local governments in the next decade will become increasingly difficult to maintain.<sup>9</sup>

The Carnegie Commission says:

Many state and local governments whose expenditures for higher education are already large would experience great difficulties in providing the additional support needed, both because of tax base limits and because of the other essential needs for public funds.<sup>10</sup>

And with regard to state and local governments, Algo D.

Henderson says:

The tax systems generally lack flexibility or impose regressive types of taxes, and much of the budgets of payments become fixed commitments, leaving inadequate margins of revenue with which to expand the appropriations for higher education.<sup>11</sup>

With junior colleges playing a larger role in the spectrum of American higher education and with federal funds viewed as increasing in significance as a means of support to higher education, it appears that a general topic for study is delineated which considers the significance and impact of federal funds relative to the junior college. This is especially so inasmuch as public community junior colleges are generally considered as being community oriented and almost wholly supported financially at the local or at most the state level. It does seem that the role of federal funds vis-a-vis these institutions should be of interest and concern.

Although junior colleges may receive federal funds under a variety of federal provisions, specific legislative attention to these colleges is a fairly recent phenomenon.

In the introduction to the seventh edition of American Junior Colleges, Edmund Gleazer, Jr. notes:

The first major federal attention given to two-year colleges was in 1963 with the passage of the Higher Education Facilities Act. Title I of the Act provided for grants for construction of undergraduate academic facilities for all institutions of higher education. What was significant for junior colleges was that the Act specified that 22 per cent of the construction funds appropriated by Congress should be allotted for the use of public community colleges and technical institutions for construction of facilities.<sup>12</sup>

In 1969 a bill entitled "The Comprehensive Community College Act of 1969," was introduced to the U. S. Senate by Senator Harrison A. Williams. In an article in the Junior College Journal, Senator Williams states:

The Comprehensive Community College Act of 1969 gives a long overdue identity to community junior colleges. This act is designed to support the development and construction of private and public two-year, postsecondary institutions of higher learning, including two-year branch campuses of four-year universities which are comprehensive in philosophy and service to the community. The day has long passed when the federal government can afford to support an educational institution which maintains an exclusionary admissions policy and offers only an elite academic course of study.<sup>13</sup>

Further, in a 1969 survey made of U. S. Office of Education programs, it was discovered that there were "fifty-eight programs for which the two-year colleges were potential participants."<sup>14</sup>

The following is taken from a March, 1971, report by

R. Frank Mensel, Director, AAJC, Office of Governmental Affairs:

COMMUNITY COLLEGE SURGE IN FEDERAL SUPPORT. Figures disclosed by H.E.W. Secretary Elliot L. Richardson, at the request of Sen. Harrison A. Williams, Jr., show a dramatic overall gain of \$100 million for two-year colleges in federal programs in a one-year span. While federal assistance to higher education as a whole was more nearly static, the share flowing to junior and community colleges soared from \$399 million in F.Y. 1969 to \$499 million in F.Y. 1970, according to the Richardson figures. This is a jump of 20 per cent.<sup>15</sup>

It would appear that the importance of the two-year college may be increasingly accounted for in federal programs which provide funds for higher education, and that there are a large number of programs under which federal funds may be made available to these colleges. While the share of federal funds for higher education which goes to junior colleges may still be relatively small, it can be suggested that, because of new legislation over the past few years and the increasing attention which is being given to two-year colleges, federal funds received by any one junior college could have (1) steadily increased in magnitude, and (2) been applied to a wide variety of purposes including buildings, equipment, programs, and aid to students. It is possible that federal funds received by any given junior college may cut across a broad range of educational and administrative activities, and may be significant in terms of financial support as well.

There are several possible approaches to studying the impact of federal funds on the public junior college. For example, one approach could be made by taking one specific federal program and studying its impact on several junior colleges. Another approach would be to take one specific federal program and study it in terms of one junior college which received funds under the program. A third approach might be to take one specific junior college and study the impact on it of all federal funds received by it under a variety of federal programs over a given period of time. Still another approach could be one as comprehensive in terms of federal programs as in the third approach, but extended to include several junior colleges as well, rather than restricted to a single institution.

The perspective of interest may enter the approach chosen, too. The focus may be on how well the federal funds expended under a given program met the purposes of the originating legislation, or how the recipient institution or institutions used the funds as compared with the stated purpose of a grant or grants. Assessment in this case would basically be of the implementation of the legislation. On the other hand, focus may be limited to the recipient institution itself and attention given to the impact of federal funds on that institution without undertaking

comparisons with the nature and purpose of the originating legislation. If detailed comparisons to original legislative purpose are to be made, it may be that limiting attention to a single piece of legislation and covering several institutions would be most appropriate. On the other hand, if the prime purpose is to assess the possible effect of federal funds on a college of a given type, it would seem that all federal funds received by an institution of that type over a given span of time would need to be taken into account. The present study conforms to this last mentioned approach.

The following sections of this chapter deal with (1) need for the study, (2) purpose, (3) objectives, (4) limitations, (5) definition of terms, (6) review of the literature, (7) procedures, and (8) organization of the study.

#### Need for the Study

Need can be defined as the lack of something useful. Need for a study, then, is based on two factors: (1) its potential usefulness and (2) whether or not such a study is presently available.

Based on the record of the last decade, continuing and quite possibly increasing increments of federal funds may be made available to the junior college. Many decisions relating to (1) making federal funds available, (2) the form

the funding should take, (3) the means of administration and disbursement, and (4) the particular purposes to be realized, will be forthcoming at a national level. Decisions at the federal level should be based in some degree on an understanding of the impact of past programs on the junior college--and particularly on the way in which individual junior colleges may be affected by the sum of federal programs. To this writer's knowledge, neither specific studies of this nature nor a structure for analysis of the impact of federal funds on a single junior college are presently available.

Many state government agencies play the role of middleman in the administration of federal funds to the junior college. Certainly the quality of decisions at this level would be enhanced to the extent they are based on knowledge of the impact which past disbursements of funds and requirements for the receipt of them have had on individual receiving institutions.

Junior college administrators who make decisions relating to application for an expenditure of myriad federal funds, and whose institutions are thereby affected in a variety of ways, may profit from having at hand an approach to, and an example of, a study designed to picture the effect of federal funds on an institution similar to their own.



In sum, need for the present study has the following basis: (1) as far as can be determined, a study which attempts to assess the impact, on a single public junior college, of all federal funds received, under a variety of programs for a variety of purposes has not been accomplished elsewhere, and (2) the outcome of such a study will yield information and a perspective for decision-makers which, by virtue of scope and approach, is not otherwise available through studies which are more comprehensive in terms of numbers of colleges surveyed, but are more limited in terms of covering only one federal program and/or give prime attention to comparison of outcomes with the purposes of an implementing piece of federal legislation.

#### Purpose

The study has a two-fold purpose: (1) To offer an assessment of the impact which federal funds received by one public junior college have had on that college, and (2) to develop an approach by which this assessment can be accomplished and which also may be applicable for similar studies elsewhere.

#### Objectives

The major objectives of this study are:

1. To identify the directions and ways in which federal funds might impact a public junior college.

2. To develop a model for assessment of the impact of federal funds on a public junior college which encompasses the projected directions and ways in which impact may occur.
3. To conduct a case study of one public junior college utilizing the proposed assessment model.
4. Based on the case study, to indicate the impact that federal funds have had on Daytona Beach Junior College.

#### Limitations

For the purpose of building a useful framework for understanding and analysis, considerable attention will be given to wider aspects of financing higher education; to the federal role in this financing; and to the role of the public junior college in American higher education and in higher education in Florida. The main focus of this paper, however, will be with reference to the impact of federal funds on one specific junior college--Daytona Beach Junior College. The conclusions will probably be most applicable to public junior colleges since DBJC is a public junior college. Thus, the scope of consideration is narrowed to public junior colleges and does not include private junior colleges. Generalization of the outcomes will, of course, be limited to the extent that Daytona Beach Junior College typifies other public junior colleges.

The year 1963 marks the first time that federal legislation entailing funds for higher education specifically took into account junior colleges. Further, reasonably complete pertinent data at DBJC ~~are~~ available covering the time span 1963-1969. Although DBJC was opened in 1958, and although federal funds did accrue to the college before 1963, only brief consideration will be given to the time period 1958-1962. The major focus will be on the period 1963-1969.

It could be hypothesized that any federal expenditure activity in one way or another impacts the junior college. For example, Interstate 95 runs a mile or two west of the DBJC campus and the major exit to Daytona Beach is on Volusia Avenue, which runs directly in front of the campus. The college is thereby afforded visibility to many who might not otherwise be aware of its presence. And it may be that some student recruiting is accomplished in this completely offhand way. Federal expenditures on K through 12 education, among other things, create the potential student body for the college. And Space Program expenditures, which are responsible for such large private facilities as General Electric's Apollo Park near DBJC, impact the college by creating a need for differing educational opportunities and even by supplying skilled part-time instructors.

Listing of the sorts of things indicated above could be continued almost indefinitely. The point is that there are innumerable ways in which federal expenditures can indirectly affect the junior college, and this should be explicitly recognized. The present study, however, will not be extended beyond consideration of specific federal programs, appropriations, and expenditures available to and directed toward the public junior college, and still more specifically to funds received by DBJC under various federal programs.

Further limitations can be suggested by consideration of the community college as a system within an environment. The following brief explanation is derived from a publication entitled An Adaptive Framework for Public Education and Educational Management by Donald R. Miller.<sup>16</sup> The applicability of the system is not limited to community colleges although what follows is couched in those terms.

The community college, viewed as a system, is a part of the environment and carries on transactions with the environment. These can be classified as inputs (from the environment to the system) and outputs (from the system to the environment). The college is viewed as a mechanism for the transformation of inputs into desired outputs. A feedback element whereby the outputs provide information and other

inputs, aids in the assessment of, as well as the maintenance and renewal of, the system. When a term such as efficiency arises, reference is to what happens within the system in the process of transforming inputs to outputs.

The goals for the system include those of the client and of the organization. There must be consistency between them. The goals of the system or organization itself include maintenance and renewal. The environment determines how the system will be able to do this. Once goals are determined, outputs necessary to meet the goals can be listed and the inputs required to meet the goals can be determined. Where the inputs appear to be unavailable to meet the goals, then either goals must be lowered or inputs increased, and this is done through a process of negotiation with the environment.

Very simply, the college is viewed as a resource transformation system with a set of inputs which enable it to maintain itself and to issue forth outputs which (1) hopefully conform with stated goals, (2) provide the raison d'être for the institution, and (3) in turn, provide a variety of inputs to the system. A process is described which involves a time dimension.

Inputs and outputs can be catalogued and defined in many ways. Suffice it here to say that funds from federal

sources are expended on resource inputs which are not necessarily different from resource inputs purchased with funds from other sources. Regardless of source of finance, these input elements merge and flow into the process. In addition to inflows of resources, the institution has, at any given time, a stock of resources which also were derived from a variety of sources. Clearly, the impact of resources purchased from one particular fund source on the process, and on the system, is not amenable to easy assessment. Mutual support and interactions by all resource inputs blur distinctions.

Further, cause-effect relations are set in a time dimension wherein the nature of the effect will be somewhat dependent upon the span of time involved. In the present case, the years 1963-1969 are the time limits and as such, in a sense, give effects a time limit for happening, with the limit growing shorter as the federally funded resource inputs have dates closer to the most recent year included. Additional comments on "time" in analytical constructs is included in the section on economic concepts to be covered below.

The matter of outputs fits into this picture in that the federally funded inflows to the process will undoubtedly affect outputs which, in turn, as explained above, serve in

some cases as inputs. Again, time is required for this roundabout flow to occur and the impact of federal funds on output may require much passage of time before it can be determined if additional impact on the institution will occur through the medium of the institution's earlier outputs. This study is concerned with the impact of federal funds on the college itself and not necessarily on the outputs of the college. Nonetheless, since outputs will, in turn, have some effect on the college, they cannot be wholly disregarded.

All of this brings out at least two important limitations to a study such as this one. First, federal funds lie behind only some of the many resources flowing into the college. In many cases these merge into one another in the process of transforming inputs to desired outputs. Furthermore, a multiplicity of causes may well be attached to any one effect. Hence, with any given effect, the role of federal funds may not always be capable of clear separation from other possible causal factors. And second, there is a time dimension which must be accounted for in studies of impact of one thing on another. It could well be that this same study covering the same years, but undertaken many years hence, would yield a much different outcome in terms of assessment of impact. The passage of time might well

permit a fuller development of cause-effect-impact relations. It would also be permissive of different perspectives.

Further limitations are in reference to the listings of federal funds received by DBJC. A careful compilation and reconstruction of these funds forms a part of this study. Specific interpretive limitations are included in the section which reports on these funds. However, there is a more general consideration which should be made explicit here.

To receive funds DBJC must initiate proposals under the various federal programs. In some cases these proposals are made to agencies in the Florida State Department of Education, and in others directly to federal agencies. Further, in some cases, matching funds are required which are reflected in the college's own budget. In certain other cases, where the funds are disbursed by the State, the State is required to provide the matching funds relative to the total federal grant made to the State for disbursement. Thus, the funds received by the college under some federal program are an admixture of both federal and state monies.

In order to compose a listing of funds received by the college under federal programs, which actually amounted to addition over and above the regular State and local funding receipts, it was decided to list the total sums, as repre-



sented in the written projects, rather than to attempt to take percentages of the funds actually received under certain federal programs in an effort to separate the federal share from the state matching funds.

Where state level matching funds are required the nature of the requirement is indicated in the sections of this paper which review the funds received by DBJC. Where matching is required out of the college's own budget, only the total of outside funds is included as federal funds received.

In sum, the listing of federal funds received by the college is to be interpreted as funds received under specific federal programs. It is the feeling of the present writer that this permits a reasonably accurate appraisal of the impact of federal funds on the college itself.

#### Definition of Terms

The following terms used in this study deserve clarification as to the meaning ascribed to them for purposes of this study.

#### Impact

This paper deals with the federal funds received by a public junior college and attempts to comprehensively describe the multifarious effects of those funds on the college. The term "impact" was chosen to refer to the

effects to be described. Impact, here, reflects emphasis on directions of influence regarding facilities, programs, and processes.

Impact can refer not only to direction of influence but to force of impression or strength of influence as well. In this sense, capability to translate effects into quantitative terms is indicated since a matter of degree as well as direction is involved. Moreover, some base for comparison, expressed quantitatively, is required. The study includes a careful compilation of the federal funds received by one public junior college; when they were received; and sets forth the purposes to which they were put. The purposes, or uses, are described by records, reports, and interviews, and are further discussed in terms of implications as perceived by the administrators and instructors involved. The base for comparison is that which existed before the funds were received--the previous situation. Where possible, comparison is made with what otherwise would have been, but was based on what could be termed "informed judgment" which involved conjecture and cannot be considered as constituting proof.

In sum, the term impact, as used in this study, refers to the ways in which federal funds have affected a recipient institution. Assessment focuses on strength and direction

of influence and is expressed numerically where available data permit.

### Federal Funds

The use of the term "funds" is deliberate and restrictive. Federal "influence" or "aid" or "support" are common terms used in the same context, but do not necessarily serve as synonyms.

Virtually all activities of the federal government, financial and otherwise, undoubtedly have some influence on higher education even though that influence may, in many cases, be very indirect. A listing of indirect effects would seemingly be endless and a cataloguing of them falls outside the boundaries of the present study.

The possibility of direct federal support without explicit federal funds being involved also exists. Surplus property is a good example. Once a month representatives from the college travel to Camp Blanding near Starke, Florida, where federal surplus property is made available for purchase to health and educational institutions through the auspices of the Florida Surplus Property Division, Florida Development Commission. The items for classroom and administrative use may be purchased for sums representing anywhere from about 5 per cent to 50 per cent of the original acquisition cost. A casual survey of some fairly recent

invoices for DBJC purchases of surplus property revealed such examples as a total of \$186 being expended for items with an acquisition cost total of \$3,549, to be used in technical and industrial programs. Similarly, \$147 was spent for \$1,694 worth of equipment and supplies. The nature of surplus property as a type of federal support is such that a listing of amounts involved would have to be in terms of college funds not spent, rather than funds received.

The present study is narrowed to cover only explicit sums which have been received by the college, and which are made available under explicit supporting federal legislation. Thus the use of the term "funds" is more descriptive of the essence of the study than is "support" or "influence."

With regard to "aid," Stanley J. Wenberg, in an essay on "State and Federal Legislative Relations," suggests that terming federal funds as "aid" leads to misunderstanding. "We don't speak of 'state aid,' 'alumni aid,' 'endowment aid,' or 'church aid.' Yet we seem to insist on describing funds received from the Federal Government as 'federal aid.'"<sup>17</sup> He notes that some funds, such as research training grants, tap the university as a resource, while others, such as academic facility grants, may logically be classified

as aid. But, argues Wenberg, "we should shift from selling services and accepting aid to positive recognition of the Federal Government's responsibility for certain kinds of activities in our institutions,"<sup>18</sup> and this responsibility covers "both adequate and continuing support for these activities." Wenberg feels that by treating matching funds as "aid" they are looked upon as bait relative to certain institutional areas. As such "we have allowed them to literally warp the deployment of our state provided resources."<sup>19</sup>

It appears that using the term "funds" qualifies the object studied to be something included in, but less than, federal "influence" and/or federal "support." At the same time, such funds may be interpreted as "aid" but undoubtedly include more than that. Further, the term "aid" may be an unsatisfactory one simply due to the connotations involved. In sum, we are dealing here with federal funds and the terminological choice was purposive.

#### Public Junior College

For purposes of this study the public junior college is viewed as a two-year post-secondary educational institution which offers a range of programs and services which include occupational education, general education, college transfer education, guidance and counseling, and community services.

The two-year institution envisioned is comprehensive in nature and is community oriented, i.e., is designed to serve local educational needs. Its prime support is public funds --state and/or local. All of these descriptors deserve further explanation, and detailed attention to them is given in a succeeding chapter of this study.

#### Daytona Beach Junior College

This college, hereafter referred to as DBJC, and chosen for case study purposes, reflects the definition of the public junior college given above. It is fully described in terms of historical development, objectives, organization and curricula, finances and community setting, in a later section of this study. It is located in Daytona Beach, Florida, and officially serves two counties--Volusia and Flagler. It offers a comprehensive program and is a publicly supported institution.

#### Assessment Model

One of the purposes of this study was to develop a structure for analysis of the impact of federal funds on the public junior college. The approach taken was to delineate a set of questions which, if answered, would provide a reasonably comprehensive account of the many ways in which federal funds can impact a recipient institution. These questions represent concerns expressed in the

literature and elsewhere and may be viewed as pointing to the essential criteria upon which judgment of impact can be based. As such, they might be termed "evaluative criteria."

The term "model" is applicable to the nature of the present study if defined in a certain way, that is, as meaning either a structural design or pattern, or as an example which can be followed.

Assessment of impact in this study is based on the set of questions which serve as evaluative criteria. The set of questions and the means for developing answers may serve as a blueprint or example of design, as a structure for analysis. The questions, together with the approaches taken to procure answers, could be viewed as an "assessment model." That term, in the sense described, is used in this study.

#### Review of the Literature

Certain of the chapters to follow contain extensive reviews and references to literature germane to the present topic. It would seem unnecessary duplication to detail the same material in this introductory chapter. However, it does seem appropriate to give an indication of the genre of bibliographical materials consulted for purposes of the study.

There are a number of books dealing with the junior college. These range from essentially academic studies,

such as The Community Junior College, by James W. Thornton, Jr., to reports of personal experience, for example, Community Colleges: A President's View, by Thomas E. O'Connell; and from descriptive works, as Tyrus Hillway's The American Two-Year College, to normative essays, as Arthur M. Cohen's Dateline '79: Heretical Concepts for the Community College. Several of the works consulted were published under the auspices of such bodies as the American Association of Junior Colleges, the American Council on Education, and the Carnegie Commission on Higher Education.

Publications by the Institute of Higher Education at the University of Florida proved to be most helpful. An example would be State Patterns of Financial Support for Community Colleges, by Lawrence H. Arney.

The Florida State Department of Education has issued a variety of publications dealing with the development and financing of junior colleges in Florida, as well as State Plans and reports pertaining to State administration of federal funds.

Several publications of the Federal Government were consulted. These included specific pieces of legislation as well as a number of catalogs and pamphlets describing the varied programs under which junior colleges can receive federal funds. Examples of the latter include HEW's



Catalog of HEW Assistance and the Office of Economic Opportunity's Catalog of Federal Domestic Assistance.

There is a considerable body of literature which deals with the finance of higher education. The role of the federal government and funds in this matter is discussed in a variety of journal articles and speeches, some of which appear in collections, such as the American Council on Education's Higher Education and the Federal Government, and the work edited by Seymour Harris and Alan Levensohn entitled Education and Public Policy. Certain research studies were reviewed. These included The Role of the Federal Government in Financing Higher Education, by Alice M. Rivlin, and The Effects of Federal Programs on Higher Education by Harold Orlans, both published by The Brookings Institution. Several dissertations were also reviewed. Three of special interest were: (1) A Study of the Impact of the Vocational Education Act of 1963 on Selected Texas Public Junior Colleges, by Wilbur A. Bass, (2) A Study of the Impact of Federal Funds in Support of Vocational Programs on the Academic Program of Selected Public Junior Colleges in Texas, by Alfred D. Morgan, Jr., and (3) An Appraisal of the Impact of Federal Funds Granted Under Section 4 (a) of the Vocational Education Act of 1963 on the Occupational Programs Offered by the Public Two-Year Colleges in New York State, by Arden L. Pratt.

### Procedures

It seemed appropriate to begin this study with a statement of "what is." This involved (1) a description of the public junior college in general; in Florida; and of DBJC, and (2) a listing of the federal funds received by DBJC including consideration of the application legislation, and disbursement agencies. To accomplish the first part of this initial aim a review was made of books, articles, studies, Florida State Department of Education publications and records, DBJC catalogs, DBJC records, and publications by city and county agencies. With regard to the second part, a compilation of the federal funds received by DBJC had not previously been made and required a file-by-file review of records and reports maintained by several offices on campus. Originating legislation was reviewed as were State of Florida publications dealing with State administration of the federal programs under which DBJC received funds.

Given the institutional setting and the federal funds received, the next step was to develop a structure for assessing the impact of federal funds received by DBJC on that recipient institution. The approach taken was first to determine expressed issues and concerns regarding federal funds to higher education by means of review of studies, articles, and books. These supplied, both implicitly and

explicitly, questions which ranged across the many areas of potential impact, and which, if answered relative to a given institution, would provide a comprehensive assessment of the impact of federal funds on that institution.

The questions derived from the literature required structuring and this was accomplished in terms of the organization of the Standards of the College Delegate Assembly of the Southern Association of Colleges and Schools, plus an additional category to cover the matter of federal fund proposals, reports, etc. The set of questions, so organized, was then submitted to a number of individuals in the State of Florida who were asked to make additions, comments, and suggestions toward the end of compiling a more complete list. The individuals chosen were, for the most part, persons who through administrative positions in junior colleges and elsewhere had experience with the federal funds process and were thought to be in a position to make useful comments. The contributions of these individuals were added to the earlier set of questions and a complete initial set of questions was set forth.

The initial set of questions was viewed as raw material out of which were selected a set of questions to be used for case study purposes at DBJC. The selection was based on several factors including perceptions of the present writer,

applicability to the college, and fit within the limitations of the study. These selected questions were put in tabular form in accordance with the organizational format explained earlier, and a means for procuring an answer to each question was projected. The means included additional study of recorded data and documents, as well as development of written questionnaires and structured interviews designed to be administered to personnel at DBJC ranging from top administrators through the instructional staff. These questions and instruments combined with the earlier compilation of federal funds received by the college provided the base for the case study of DBJC.

In the case study process some additional questions were discarded and some information not specifically occasioned by the given questions came to light. The results, however, were reported essentially as responses to selected questions and, with minor exceptions, followed the same organizational format.

Conclusions were drawn based on the material gathered through the case study process.

#### Organization of the Study

The study is divided into eight chapters including the present one, "Introduction," and Chapter VIII which is the "Conclusion." The chapter sequence parallels the procedures as outlined above.

Chapter II, "The Junior College in General: Florida Public Junior Colleges and Daytona Beach Junior College in Particular," is designed to convey a picture of the public junior college in general and of one such college in particular within a state setting. The chapter is divided into four main sections. The first section deals with the public junior college in terms of (1) history, (2) characteristics, (3) organization and control, and (4) finance. The second section relates to the (1) history and organization, and (2) finance of the public junior college in Florida. The third section is concerned with Daytona Beach Junior College's (1) history and development, (2) philosophy and objectives, (3) organization and curricula, (4) finance, and (5) community setting. A fourth section offers concluding remarks which are specifically concerned with DBJC as a representative public junior college

Chapter III, "Federal Funds Received by Daytona Beach Junior College 1963-1969," provides a description of the federal funds received by DBJC over the fiscal years covered in the study. It is organized in terms of the federal legislation which served as the basis for disbursement of funds to the college and attention is given to that legislation; to provisions for disbursement of funds; and to the funds received by the college under each federal program.

Specifically consideration is given to the (1) Higher Education Facilities Act of 1963, (2) Vocational Education Act of 1963 and Amendments of 1968, (3) Economic Opportunity Act of 1964, (4) Higher Education Act of 1965, (5) Adult Education Act of 1966, (6) National Defense Education Act of 1958, (7) George-Barden Act of 1946, (8) Manpower Development and Training Act of 1962, (9) Omnibus Crime Control and Safe Streets Act of 1968, (10) Public Health Service Act, (11) Civil Defense Act of 1950, and (12) Veterans Administration Programs. A recapitulation of the funds received by DBJC by federal programs is included as a summarizing device for the content of the chapter.

Chapter IV is entitled, "Considerations Regarding the Federal Government in the Financing of Higher Education in General and Junior Colleges in Particular: Development of an Assessment Model." The chapter reports on an effort to develop, through a review of the literature and through questionnaire, a set of questions reflecting issues and concerns regarding federal funds to higher education in general, and the junior college in particular. Questions which were occasioned, both explicitly and implicitly, by the review of the literature were structured and then submitted to selected individuals for comment and suggestions. The chapter is divided into four main parts: (1) reviews of

studies, articles and books, (2) structuring of questions, (3) suggestions and comments by selected individuals regarding important questions, and (4) summary.

Chapter V "Proposed Questions for Case Study at DBJC and Projected Approach to Procurement of Answers," is built upon the material covered in Chapter IV. It contains (1) a listing of the complete set of questions developed through review of the literature and through suggestions and comments by selected individuals, (2) presentation of a refined set of selected questions to be used for case study of DBJC and (3) a listing of projected means of procuring answers to the questions, and (4) questionnaire and interview instruments.

Chapters VI and VII are respectively Part I and Part II of the case study of DBJC and are titled, "The Impact of Federal Funds on Daytona Beach Junior College Fiscal Years 1963-69: Report and Analysis." Chapter VI covers the areas of (1) student personnel, (2) buildings, and (3) library. Chapter VII covers (1) educational program, (2) financial operations; budgeting; accounting, (3) personnel; faculty and staff, (4) purpose and objectives, (5) plans and priorities, (6) organization, (7) administration, (8) research, and (9) college federal fund experience related to proposals, expenditures and reports.

Chapter VIII, "Conclusion," offers a concluding commentary.



## NOTES

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3. Ibid.

4. Ibid.

5. Ibid., p. 16.

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14. R. Frank Mensel, "Federal Support for Two-Year Colleges: 'A Whole New Ballgame,'" Junior College Journal, Vol. 40, No. 1 (September, 1969), p. 15.

15. R. Frank Mensel, "Federal Report," Junior College Journal, Vol. 41, No. 6 (March, 1971), p. 9.

16. Donald R. Miller, An Adaptive Framework for Public Education and Educational Management (Burlingame, Calif.: Operation PEP, March, 1970).

17. Stanley J. Wenberg, "State and Federal Legislative Relations," Emerging Patterns in American Higher Education, Logan Wilson, editor (Washington, D. C.: American Council on Education, 1965), p. 282.

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19. Ibid., p. 285.

## CHAPTER II

### THE JUNIOR COLLEGE IN GENERAL: FLORIDA PUBLIC JUNIOR COLLEGES AND DAYTONA BEACH JUNIOR COLLEGE IN PARTICULAR

This study deals with the impact of federal funds on a certain type of educational institution and on a particular institution of that type. This chapter is designed to convey a picture of the public junior college in general and of one such college in particular within a state setting. The sections and subsections as outlined below were chosen as appropriate for fulfillment of this purpose.

The chapter is divided into four main sections. The first section deals with the public junior college in terms of (1) history, (2) characteristics, (3) organization and control, and (4) finance. The second section relates to the (1) history and organization, and (2) finance, of the public junior college in Florida. The third section is concerned with Daytona Beach Junior College's (1) history and development, (2) philosophy and objectives, (3) organization and curricula, (4) finance, and (5) community setting. A fourth section offers concluding remarks which are specifically concerned with DBJC as a representative public junior college.

## The Public Junior College

### History of the Public Junior College

It would not be appropriate to devote extensive space to the history of the public junior college here. On the other hand, it would be remiss if some recourse to the historical record were not included because it is important for achievement of a setting for the analysis to follow.

It is popular and useful to view the historical record in terms of descriptively titled time slices. Several writers choose this approach although there appears to be lack of concurrence regarding appropriate time divisions and nomenclature.

James W. Thornton, Jr., states that "the present day community junior college has evolved in three major stages. The first and longest lasted from 1850 to 1920."<sup>1</sup> In that period came the idea of the junior college as well as its practice in the form of schools offering two-year curricula in higher education. The years 1920-45 are denoted as the time in which "the concepts of terminal and semiprofessional education" entered the junior college scene.<sup>2</sup> Thornton, whose book was published in 1960, suggested that "the period from 1945 to the present has seen the development of the operative definition of the community junior college."<sup>3</sup>

Tyrus Hillway divides the history of the junior college

movement in the United States into four stages which he labels as (1) the Preparatory Period (1850-1900), (2) the Formative Period (1900-1920), (3) the Period of Diversification (1920-1940), and (4) the Period of the Community College (post-1945 following World War II).<sup>4</sup>

Hillway's organization is adopted here as a useful basis for surveying the historical record. However, his work was published in 1958 and for that reason it will also be useful to superimpose still another time division, one suggested by Gleazer, which stresses the post-1945 years and is of 1970 vintage.

#### The preparatory period

The German University had a substantial world-wide influence in the 19th century. This was especially true in the United States in the second half of that century. Brubacher and Rudy assert that "the impact of German University scholarship upon 19th-century American higher education is one of the most significant themes in modern intellectual history."<sup>5</sup> The German emphasis was on research and on scholarship of high quality. It was the influence of this emphasis that prompted the concept of the junior college. According to Hillway, Henry P. Tappan, then President of Michigan University, promoted the idea of raising university standards by "relegating the lower division courses to the

high schools and admitting to the universities only students who had completed the 14th grade."<sup>6</sup> William W. Folwell, President of the University of Minnesota, argued similarly for other educational institutions to take responsibility for preparing men for advanced university studies. Thornton points out, however, that "neither Tappan nor Folwell succeeded either in eliminating the 'secondary' years of their own universities or in encouraging the widespread development of extended programs in the high schools."<sup>7</sup>

William Kainer Harper, first President of the University of Chicago, was another 19th-century scholar who put emphasis on research and advanced instruction as proper for the university. Brubacher and Rudy explain one way in which he promoted this schema:

To heighten the university atmosphere on the central campus, he developed a plan of dividing the American undergraduate college into "junior" and "senior" divisions. His hope was that all work of the first two "junior college" years would be ultimately removed, through affiliations and the establishment of local branches, from the main university precincts altogether.<sup>8</sup>

In the 19th century, then, we find that the German notions regarding the proper functions of the university influenced many American educators to view what is called lower division work as inappropriate for the true university. Hence, the idea as well as the term "junior college" entered the scene.

### Formative period

This 20-year period saw the number of junior colleges grow from 8 to about 200. They were formed in a variety of ways, ranging from grafts onto high schools to truncation of former 4-year schools to 2-years, to establishment of separate junior colleges. It appears that this period is set forth as a numbers phenomenon. Hillway summarizes the first two stages of growth as "50 years of discussion and experiment followed by 20 years of rapid growth."<sup>9</sup>

### Period of diversification

In the 1920 to 1945 period, the number of junior colleges continued to increase but, as Hillway's heading implies, the functions of the junior college expanded into occupational-vocational programs. Thus, the concept of 2-year terminal higher education was included as part of the junior college melange.

### Period of community college

In this period, the growth in numbers as well as the widening of functions continued. Hillway, writing in 1958, noted the addition of community services and adult education which, in combination with the previous addendum of occupational programs, made these institutions something considerably beyond the early concept--that of being a place where the first two years of regular university courses were

offered. Hence, the appellation, "community" was applied in recognition of these expanded functions by what was previously a "junior enterprise."

It is at this point that attention might profitably be given to the additional time segments suggested by Edmund J. Gleazer in his article entitled, "The Community College Issue of the 1970s." He clearly does not intend in the matter of a few paragraphs to review the distant past in any detail and hence makes only passing reference to the antecedent forms of the modern comprehensive two-year college.

According to Gleazer "the ancestral line of community colleges can be traced without difficulty to the turn of the century, but the childhood period of the comprehensive community college was less than 20 years ago."<sup>10</sup> The GI Bill made higher education a possibility for millions. "From this new popularizing of education beyond high school, began the community college concept."<sup>11</sup> This author calls the decade 1946-56 as "the childhood years."<sup>12</sup>

A new age called the "adolescent period" opened in 1956. This period is described with such terms as "a new aggressiveness," "a growing consciousness of muscle power," and "a trace of defensiveness."<sup>13</sup> These institutions began to be developed in urban areas and thus "the effect of the new idea was beginning to be felt where the votes were--in



the big cities and the state legislatures."<sup>14</sup> The community college approached its majority, according to Gleazer, in the period 1963-65. Many large cities were establishing these colleges and "for the first time, the junior college was specified by name in a Federal enactment--the Higher Education Facilities Act of 1963--by which a proportion of funds was earmarked for junior colleges."<sup>15</sup> Further, in many states, state-level junior college boards were established and state higher education plans specified functions and support for their junior colleges.

The following excerpt from a recent article by Frank G. Jennings entitled "The Two-Year Stretch" provides a fitting ending to this section on the history of the public junior college:

In the fall of 1969 something happened in the lower reaches of higher education which will find a small place among history's footnotes. More students enrolled as freshmen in the junior and community two-year colleges than in the four-year institutions in the United States. Thus the century-long career of the ugly duckling of higher education was properly, if quietly, capped. The legions of vocal supporters of the junior college movement will insist that a swan was born.

Or was it a camel (that committee-bred creature) "all lumpy and humpy and bumpy"? Consider its size: almost eight hundred public and some two hundred and fifty private junior colleges. The total has increased by 50 per cent over the past three years--a new one is established every five or six days--and by 1975 there will be five hundred more. The two-year colleges now enroll more than half of all the students in higher

education. Some of the colleges serve a few hundred students, many enroll tens of thousands, most of them are far larger than "Dear Old Ivy" ever wanted to become.<sup>16</sup>

### Characteristics of the Public Junior College

This section proposes to describe in broad terms the essence of the public junior college. Some writers discuss this topic under the heading of "functions," others use the term "characteristics," still others choose the heading "purposes." A characteristic is something that distinguishes or identifies the entity being studied. A function denotes the action which an entity or components of it perform. "Function" may be viewed as "one of a group of related actions contributing to a larger action."<sup>17</sup> The functions of the junior college may serve to describe or to identify this genus of higher learning institution. Thus, many characteristics are denoted by the functions. For present purposes, the term "characteristic" is interpreted to encompass slightly wider territory. In other words, functions serve as characteristics but not all characteristics are functions. One definition of "purpose" is that it is "an action in course of execution."<sup>18</sup> Thus, the term "purpose" has some similarities to both "function" and "characteristic."

T. R. McConnell, in his foreword to the study by Leland

L. Medsker entitled, The Junior College: Progress and Prospect, makes the following statement:

The proponents of the junior college as a distinctive institution have charged it with heavy responsibilities. Among the functions, which are usually ascribed to it, the following are particularly significant in a diversified educational system: (1) providing terminal curricula of two years and less in length; (2) providing curricula preparatory to advanced undergraduate education in four-year institutions; (3) providing general education for all students, terminal and preparatory; (4) aiding students to make educational and vocational choices that are consistent with their individual characteristics; and (5) offering a wide range of general and special courses for adults.<sup>19</sup>

Dr. Medsker in the first chapter of the above study asserts:

In some respects the declared purposes of public two-year institutions are even more diverse than their organizational patterns. The majority of them claim to be comprehensive junior colleges; they stress lower-division work for students who expect to transfer to higher institutions and in addition offer programs for those who do not plan to transfer. Most of them also stress their role in adult education, in special community services, in guidance, in remedial work for students entering with educational deficiencies, and in general education.<sup>20</sup>

Thomas E. O'Connell, in his book entitled, Community Colleges: A President's View, describes the junior college with the following words:

Since there still are many people who don't understand what we are, let me go back and tell you what a community college is. First, as indicated, it is a junior college--two years. Usually it is coeducational. Usually it is only for commuting students--no dormitories. It serves a wide variety of students; indeed that is a part of its charm as well as one of its limitations. But there are essentially two groups

of students: those who plan to transfer as juniors to four-year institutions and those who plan to take jobs after just two years of college.

It is this multi-purpose quality which accounts in large measure for the community college's surging popularity. Typically a community college has a transfer or liberal arts program containing the same balance among the social sciences, the sciences, and the humanities that one would find in the first two years of a liberal arts college or university. It also has a variety of specialized programs, often called career or occupational or terminal programs. These career programs, in addition to offering a core of compulsory liberal arts courses, include courses to prepare students for jobs in local businesses or industries.<sup>21</sup>

O'Connell further explains that community colleges are also burgeoning because they are inexpensive in terms of cost of operation and cost to students. It should also be noted that O'Connell mentioned the fact that community colleges are easy to get into and "may even have 'open door' for any high school graduate."<sup>22</sup>

B. Lamar Johnson, in his book entitled, Islands of Innovation Expanding: Changes in the Community College, devotes several pages to an examination of "Six Characteristics and Trends" of the junior college. These are:

(1) The junior college is assuming major responsibility for preparing students for upper-division work at universities and other senior institutions;

(2) The junior college is assuming major responsibility for technical-vocational education;

(3) There is a definite trend toward the comprehensive junior college, which includes in a single institution preparation for employment and education for transfer;

(4) The junior college is an open-door college;

(5) Guidance is recognized as an important responsibility and, according to some educators, a goal of the junior college; and

(6) The junior college is a community college.<sup>23</sup>

Blocker, Plummer, and Richardson use the term "purposes" to head a descriptive section on the junior college and choose to offer a quotation from a paper delivered by Ferris N. Crawford which they feel "concisely illustrates the uniqueness of the community college as compared with the secondary school and the university."<sup>24</sup> The quotation is as follows:

...it is appropriate for community colleges to provide, for all persons above the twelfth-grade age levels, education consistent with the purposes of the individuals and the society of which they are a part, subject only to the restrictions in the state statutes . . . The educational needs appropriate for community colleges to fulfill at this time include:

- (1) The need for programs of liberal arts and science courses, usual to the first and second years of college, which will provide sound general and preprofessional education of such quality that credits may be transferred to a nationally or regionally accredited four-year college or university and applied towards degrees of the baccalaureate level or higher.
- (2) The need for vocational and technical programs in the trades, industrial, agricultural, and semi-

professional fields. Such programs may be of long or short duration, depending on the amount of time needed by the student to complete the requirements for entrance into the occupation.

- (3) The need for programs of courses for adults and other community college students, for which credit may or may not be given, designed to provide general education and to improve self-government, healthful living, understanding (of) civic and public affairs, avocational growth, constructive use of leisure time, personal and family living satisfactions, cultural depth, and to facilitate occupational advancement.
- (4) The need for individual services to students including guidance and counseling, assistance in career selection, removal of deficiencies in preparation for college programs, personality and health improvement.
- (5) The need for programs and services for individuals and groups interested in cultural, civic, recreational, or other community betterment projects.<sup>25</sup>

The commentaries on the public junior college offered above are not atypical. Perhaps a reasonable categorization of major descriptors would be the following: (1) occupational education, (2) general education, (3) college transfer education, (4) guidance, (5) community service, and (6) an "open-door." Brief consideration is given each of these.

#### Occupational education

The term "occupational education" as it relates to junior college offerings is not easily defined. To this writer, The Florida Study of Vocational-Technical Education supplied a useful approach to definition. According to that study occupational education is described as:

The total range of educational effort which prepares individuals for entrance into or advancement within an occupation or a group of occupations as distinct from instruction leading to either a baccalaureate or a professional degree.<sup>26</sup>

It is then explained that what is involved is a spectrum, at one end of which is vocational education which emphasizes manipulative and certain cognitive skills rather than scientific concepts. "More specifically it is the training of individuals in the skills needed for employment in a particular job."<sup>27</sup> Technical education is at the other end of the spectrum wherein "either mathematical and scientific concepts. or organization and management skills" are strongly emphasized.<sup>28</sup> Between these two extremes are found varieties of combinations and a center where they are balanced. Overlapping of the "zones" of technical and vocational education in given curricula blurs the mutual distinction.

Since the terms as defined may apply to a variety of grade levels and of institutions, there is perhaps an additional need to specify their relation to the junior college. The Florida Study suggests that "the nature of technical education with its scientific orientation would, for the most part, serve persons who have completed a high school curriculum."<sup>29</sup> Beyond this statement, further narrowing must depend on the particularities of a given

program or curriculum. Hence, only recourse to program descriptions and requirements as stated by a given junior college will serve to narrow the definitions offered in terms of their applicability to junior college offerings.

### General education

The meaning of "general education" is subject to wide interpretation. It can be defined in terms of a set of courses or more broadly to mean all aspects of the college experience.

General education does appear to refer to something in addition to training in a specific skill or academic area which concentrates on achievement of something saleable on the job market. According to Harold Howe II, the first two years beyond high school "open a door to a much debated and much abused but still important concept of general education with two objectives: the enrichment of a person's own life and the development of a person who can and will enrich his society."<sup>30</sup>

Arthur Cohen in his book, Dateline '79: Heretical Concepts for the Community College, defines general education at one point as "the learning of those values and behaviors through which a student may conduct a personally satisfying life and fulfill his responsibilities as a citizen,"<sup>31</sup> and at another point it is viewed as "that which leads a learner



to acquire a sense of social integration, an awareness of himself, and a sense of place in the matrix of society."<sup>32</sup> Cohen also asserts that it "requires more than exposure to blocks of knowledge arranged by discipline."<sup>33</sup> General education requirements are usually expressed in terms of given numbers of hours of given subjects (English, humanities, social science, mathematics, etc.).

The obvious problem is who shall define the content of the general education portion of the two-year program. Apparently in many cases, the junior college takes the university's general education requirements as its own. This is restrictive. However, James W. Reynolds, in an article dealing with "needed changes in community colleges," commends the cooperation between senior institutions and junior colleges in Florida. He states:

Junior colleges have been assured that if general education programs are developed, they will be accepted by four-year colleges and universities as a substitute for the senior institutions' requirements even though the two may not coincide.<sup>34</sup>

It should not be inferred from the above that general education is a part only of college transfer program requirements. It is also included in occupational programs which lead to two-year degrees. Not long ago the American Association of Junior Colleges published a study by Robert R. Wiegman titled General Education in Occupational Education

Programs Offered by Junior Colleges. The study emphasized the rapidity of technological change which makes predicting of the nature of tomorrow's employment world difficult.

"Today's students will more than likely have to prepare for a different job from the one they are now preparing for--perhaps more than once."<sup>35</sup> Further, work weeks will likely be shorter, retirement ages lowered, and mobility high. Hence, "the key is adaptability."<sup>36</sup> It would appear that the following sets the tone for development of objective of general education:

Flexibility; adaptability; critical thinking; discriminating between fact and opinion; solving problems logically; developing a system of values; recognizing the need for continuing education; and seeing the need to become participating members of society--these are what students need as they enter the employment world.<sup>37</sup>

A set of courses drawn up without careful regard to such objectives and handed down from the past will not do.

In fact, Wiegman suggests a new concept:

The revised concept of general education sees it as more than what is to be taught and how much; it is also concerned with how it is taught, by whom, for what purpose, and under what circumstances.<sup>38</sup>

In sum, general education, however interpreted and specified, is something in addition to specialized training and is meant to broaden the ability, interests, concepts, and horizons of the student beyond the narrower training within chosen occupational areas.

### College transfer education

According to the Florida State Board of Education Regulations for Florida Community Colleges:

Junior colleges shall offer a program of studies consisting of courses ordinarily offered or required in freshman and sophomore years of universities and such terminal, vocational, technical and adult programs as are needed in the community served by the junior college and authorized by the board.<sup>39</sup>

It is the first part of this maxim which refers to the transfer function performed by junior colleges.

Although there is probably some general correspondence, universities or four-year colleges are not necessarily uniform in their freshman and sophomore requirements. For this reason, programs offered for transfer purposes will vary in accordance with requirements of major transfer institutions in the area or state served by the junior college, and also will vary somewhat in content to fit individual student requirements based on the student's choice of an institution for completion of a baccalaureate degree program as well as choice of major field.

The presence of universities which offer only upper division and graduate work is not uncommon and the percentages of first-year college students entering junior colleges across the country both offer some testimony to the importance of the "college parallel" programs provided

by junior colleges. The performance of junior college graduates as transfer students is a subject of continuing study.

### Guidance

Several years ago, in the course of gathering information and learning about the junior colleges in California, the present writer discovered an excellent statement on guidance services in the catalog of Long Beach City College. It is offered here as a succinct and suitable explanation of the nature of this function as performed in the junior college:

The major aim of the City College Guidance Services is to assist students in the discovery of achievable and satisfying educational-vocational and personal-social goals and to start them on the way to the attainment of these goals. The guidance program seeks to supplement the instructional program by providing specialized services which will help students to utilize most profitably the educational opportunities afforded by the City College.<sup>40</sup>

### Community service

It may be that the so-called "community service" function is a misnomer. To those in the junior college field, the term is used to refer to certain types of activities performed by the junior college which are different in some way from the aforementioned functions. Yet, provision of vocational, general and college transfer education, as well as guidance services, could well be included in any list of services to the community.

Perhaps an attempt at definition may be made by reference to Daytona Beach Junior College, which has a School of Continuing Education as one of its components. A recent catalog describes the services offered through this school by first stressing the continuous rather than terminal nature of learning, and that "the College should accept the entire population of its geographical area as a potential student body."<sup>41</sup> It continues with a listing of programs which reflect "the enrichment of living and the improvement of the quality of community life."<sup>42</sup> These programs are, in the main, for adults, and adult education is probably the main item which is commonly included in the term "community service."

Community service, however, may refer to more than educational services for adults. Art shows, musical performances, theatrical productions, lecture series, and educational forums may also be included. So also may the expertise represented by the staff of the college which may be drawn upon in community affairs.

Arthur M. Cohen, in his book Dateline '79: Heretical Concepts for the Community College, envisions the college of '79 wherein "community services are not a separate function --the college is a community service."<sup>43</sup> As they presently exist, the value of community services in many instances

can only be justified as a form of public relations. Cohen suggests:

As an element in the total curriculum, community services stemmed from an idea that everyone connected with the community college would look around, find educational gaps, and help fill them. They would survey the community's desires, build responsive programs, and generally upgrade the districts in which they were located. The extent to which this has happened is open to question, though community-service programs are well entrenched today.<sup>44</sup>

### The "open-door"

Graduation from high school and/or possibility of profiting from instruction, usually coupled with some minimum age requirement, are the prerequisites for entrance into the public junior college. Its facilities, programs, and services are virtually open to any and all who wish to partake. Such an open admissions policy presents problems of dealing well with the very broad ranges of scholastic abilities, objectives, and interests which junior college students represent.

Reference to attempts of being "all things to all people," and to the open but "rapidly revolving door" are almost cliches in the literature. Of particular concern are the efforts by junior colleges to deal effectively with students of low scholastic achievement and/or ability who enter the open door. Attrition rates of such students are high. Yet, as John Roueche asserts in his study on remedial educa-

tion in the community junior college entitled Salvage, Re-direction or Custody?, "the open-door concept is valid only if students are able to succeed in their educational endeavors."<sup>45</sup>

The open-door admission policy with extension of educational opportunities for all "has brought great popularity and support to the community junior college."<sup>46</sup> It is in conformity with national goals and democratic ideals. It presents difficult institutional problems of dealing effectively with the diverse "all" who seek educational opportunities in the junior college.

#### Organization and Control of Public Junior Colleges

This section is designed to point out, in broad terms and very briefly, the forms of organization of the public junior college found across the country. The organization referred to is not with regard to internal organization of individual colleges but rather with the organization of systems of junior colleges.

Edmund J. Gleazer, Jr., in the Seventh Edition of American Junior Colleges suggests that the predominant forms of organization and control of public junior colleges are: "(1) the junior college district; (2) the junior college operating in a unified school district; (3) state organization and control."<sup>47</sup> He also points out that in some states,

junior colleges are operated as branches of universities.

In a district pattern the junior college serves some given area, has its own board, and the president is the chief administrative authority. In a unified system the junior colleges are parts of the county school systems, serving the same districts and controlled by the same education boards. The county superintendent has final administrative authority although each college has its own president and staff. Until recently, Florida's junior colleges were organized in this manner. They are now organized in a district pattern. With state organization, as the name implies, the junior colleges are controlled by the state.

#### Finance of Public Junior Colleges

The method of financing public junior collèges varies considerably across the country. The sources of funds may be categorized as coming from the three levels of government, federal, state, and local, and also from tuition and fees, and from gifts and grants. Expenditures in junior colleges may be divided into two major areas: (1) current operating expenditures, and (2) capital outlay expenditures. Analysis of income sources requires cognizance of these major uses of the revenue.

Revenue sources can be explained along the organiza-



tional lines outlined in the previous section of this paper. For example, public junior colleges organized along district lines or under a county school system receive local financial support; in the first case by authorization to levy property taxes within the district, and in the second, by sharing in the funds raised by the county school system through local taxes. State funds may also flow to these colleges. The basis for such disbursements by the state may be an objective formula or perhaps an objective formula with equalization provisions. The disbursement may be based on lump-sum appropriation. Colleges under state organization and control are primarily funded from state rather than local sources. This may or may not be the case with colleges organized along district lines or under county school systems.

In 1962 the U. S. Department of Health, Education, and Welfare published a bulletin entitled State Formulas for the Support of Public 2-Year Colleges. The authors, D. G. Morrison and S. V. Martorana, referred to the increasing number of states in which junior colleges were being established and the differing philosophies as to their finance. They noted at that time that "a comprehensive compilation and discussion of procedures and practices currently in effect in the several States in distributing the costs of 2-year

colleges between the several main sources of support"<sup>48</sup> was not available. With this in mind, the authors gathered, reported, and discussed "information on the comparative proportions of support for 2-year colleges received from the State, the district, and the student."<sup>49</sup> They recognized that there were other sources of financial support besides these. "For example, the Federal Government, through the colleges, provides loans to students and, through the States, financial aid for the operation of programs of vocational education."<sup>50</sup> These funds were encompassed in the study in accordance with the channel through which the funds were received by the institution. This was done because many appropriations came from state general funds and the proportions of types of revenue going into those funds was determined to be difficult to discern. Further, it was contended that the principal responsibility for financing public 2-year colleges falls on the State, the local area, and the student anyway, thus they are the proper categories of interest.

The findings of the Morrison-Martorana study are based on figures now almost 10 years old. Considering the great changes that have taken place in the past 10 years; the practically ungeneralizable variations in support they found; and the authors' choice of only three broad categories

of support covering current and capital outlay, further attention to their study will not be given here. The significance of the study relative to the present effort is to point up what is apparently a relatively recent recognition of the usefulness and importance of such national studies dealing with junior college finance. Further, it indicates to some extent the even more recent emergence of federal funds into a distinctly reportable consequence relating to junior college finance.'

In a paper dealing with "Dimensions of Need for Community Junior College Education," James Wattenbarger discusses the financing of community junior colleges. He lists five sources of financial support: "local funds, state funds, student fees, federal funds, and gifts and grants."<sup>51</sup>

Most local funds are derived from property taxes which represent problems in terms of equity and revenue producing capacity considerations. "State funds are at the present time a major source of community college support in most states."<sup>52</sup> State funds are derived from revenue sources which overcome some of the difficulties attached to local property taxation. Accordingly, in several states support has shifted from localities to the state.

Rationale for charging tuition and fees at all or for increasing them has been a subject of controversy. The

nature of the community college enterprise is such that those who need the opportunities provided should not be discouraged due to inability to pay the cost.<sup>53</sup> Gifts and grants are not a dependable income source and are usually given for special purposes.

Federal support for community colleges has increased substantially since the early 1960's. National defense was the early rationale but "more recent federal legislation has recognized that other problems of society require concern for the adequate financing of the community college. . . ."<sup>54</sup>

Wattenbarger states that current operation expenses of junior colleges now sums to nearly a billion dollars per year and is on the rapid increase. "Annual capital outlay needs in order to provide for the increasing enrollment will probably total approximately four hundred million dollars annually for the next ten years."<sup>55</sup>

Lawrence Arney recently completed a study covering 523 community colleges in 42 states in the period 1967-68. He found that "a local agency operated 421 of these and 102 were operated by a state-level agency."<sup>56</sup> He divided the revenue sources into six categories: (1) Federal, (2) State, (3) Local Supporting District, (4) Local Charge-back, (5) Student Fees and Tuition, and (6) Other. The contributions from each source are reported in per cent of total current

expenses and per cent of total capital outlay. It is pointed out that due to widely differing sizes in total budgets and in number of junior colleges in each state, the percentages can be somewhat misleading as a reflection of actual amounts and implications to be drawn therefrom. Nonetheless, there is value in referring to some of these general findings.

Arney's study indicated that for current operating expenses, all but seven states received some federal funds. The per cent of total current expense funded from federal sources ran from 1 to 24 per cent.<sup>57</sup>

The state contributions were larger than the federal contribution in all cases but one, New Mexico, which had only one community college.<sup>58</sup> Local support ran from 0 to 60 per cent with a median of 21 per cent.<sup>59</sup> Local charge-back ranged from 1 to 21 per cent of the current operating budget. Student fees and tuition ranged from 0 to 51 per cent of current expenses with a median of 20 per cent.<sup>60</sup>

Contributions from other sources were in general a small percentage of the total although in three states, each with only one junior college, the percentage reached as high as 62 per cent.<sup>61</sup>

The data on capital outlay ~~were~~ limited to the one-year period. Community colleges in some states did not indulge in capital outlay in that year and, for others, the source

for such outlay might have been other than normal. The percentages from federal sources ran from 0 to 100 per cent.

As a general statement, Arney concluded that "the percent indicated as received from federal sources was an important statistic in that it showed that the federal government has helped a number of the junior college systems during a period of rapid growth."<sup>62</sup>

Arney found that only the state government contributed to capital outlay in ten states and only the local area so contributed in six states.<sup>63</sup> Elsewhere the funds were varying combinations from state and local sources. Student tuition and fees contributed to capital funding in two states. In a few other states, capital funds came from sources other than those mentioned above.

#### The Public Junior College in Florida

##### The History and Organization of Public Junior Colleges in Florida

The purpose of this section is to sketch briefly highlights in the historical record of public junior colleges in Florida and to picture the administrative structure as it has evolved.

In the fall of 1969, Florida had 27 public junior colleges with an enrollment of approximately 120,000. A community college was located "within commuting distance,

35 miles, of 97 per cent of the population of Florida."<sup>64</sup>

A time span of 36 years sets the limits of the historical background of the present accomplishment if it is to be measured from the inception of the first public junior college in the state.

In 1927 St. Petersburg Junior College was founded with the active support of public school officials. Although it is now a public junior college, at that time it was privately financed. The first publicly supported junior college in Florida, Palm Beach Junior College, was established in 1933 by the Board of Public Instruction of Palm Beach County as a part of the county school system. The historical background of the present system may be considered from that point forward. It would probably be inappropriate to refer to the early effort at Palm Beach as illegal. Yet it appears that until 1939, no legal basis existed for such expenditure of public funds on a junior college. However, in 1939 a statute was passed by the Florida legislature under which county Boards of Public Instruction could establish junior colleges with State Board of Public Instruction approval.

In 1947 the Minimum Foundation Program was established as part of an omnibus education bill. This financial program will be discussed in greater detail in another section.

Its basic purpose was to provide at least a minimum level of financial support for education in Florida. In general a minimum level of local support was required and was to be supplemented by State contributions according to a given formula. "This program recognized the need for junior college education especially in the larger population areas."<sup>65</sup> Junior colleges came under the new financial support program.

In 1947 Palm Beach Junior College and St. Petersburg Junior College were approved by the State Board to become part of their respective county systems. In 1948 Pensacola Junior College was established as part of the public school system. The following quotation from the Pensacola Junior College catalog of 1970-71 sheds additional light on the 1947 legislation as well as on the beginnings of the College:

Under the 1947 Florida Laws, the State of Florida provided for the establishment of "Junior Colleges and technical or vocational schools offering work in the thirteenth and fourteenth grades of schools offering upgraded work for persons regardless of age, when organized as a part of the public school secondary system in accordance with the provisions of law, shall be supported and maintained from funds derived from state, county, district, federal or other lawful sources or combinations of sources: Provided, that tuition or matriculation fees may be charged only if and as authorized by regulations of the State Board."

Although several junior colleges already in operation as private institutions were taken into the Public School System under this law, Pensacola Junior College was the first junior college to be established and



accepted under the new provisions. The College was officially opened to students on September 8, 1948.<sup>66</sup>

Another college, Washington Junior College, for the black community, was also opened in Pensacola. The practice of instituting segregated junior college facilities in Florida was a continuing one up through the passage and early implementation of the master plan (discussed below) for junior college expansion. However, it became increasingly apparent from both a social and economic standpoint, that such a dual system could not be a permanent state of affairs. By the middle 1960's the black facilities were phased out. The experience of Daytona Beach Junior College in this matter is covered elsewhere in this paper.

Chipola Junior College, Marianna, Florida, a private junior college established in 1947, also became a public institution in 1948. The aforementioned colleges made up Florida's junior college system until 1957. The financing of them made reality of the principle of joint State and local support.

In 1955, the legislature created the Community College Council additionally, appropriated over \$4,000,000 for buildings at the existing colleges.<sup>67</sup> The Council was directed to develop a long-range master plan for the establishment of community colleges in Florida. The resultant

study which dealt in the main with organization and finance was completed in 1957, and the recommendations made were the basis for a junior college expansion plan passed by the legislature in 1957. Twenty-eight junior colleges were envisioned. Included was a set of priority areas for orderly, sequential establishment of colleges and an essential part of the plan was that of making a junior college education available within commuting distance of 99 per cent of the State's population.<sup>68</sup>

In a paper entitled "State of State: 1966," James L. Wattenbarger made note of 1957 revisions in the community college law as including three essential elements:

1) It established an entirely separate Minimum Foundation Program for junior colleges and authorized an entirely separate budget for junior colleges.

2) It established the principle that the community junior colleges would be operated as separate units within the local school system with their own budgets and their own operational procedures.

3) It provided for the development of state leadership and coordination in reference to the community junior college program.<sup>69</sup>

Also in 1957: (1) The Division of Community Junior Colleges was established, (2) Funds were appropriated for six new junior colleges envisioned with the master plan, and (3) Gulf Coast Junior College in Panama City was established.<sup>70</sup> Daytona Beach Junior College was established in

the following year (1958) as were four other junior colleges. In succeeding years, additional colleges were established, bringing the total number at the present time (1970) to 27, some of which are multi-campus operations.

In 1965 in response to the need to clarify the laws pertaining to junior colleges, the legislature provided that the statutes should be revised so that a special section of the school laws summarizing those dealing with junior colleges was to be accomplished. By that time it could be said that "community junior colleges are recognized in regulation and law as entities within those local county systems which have received specific approval from the State Board of Education to operate a community junior college."<sup>71</sup>

In 1968 an amendment was passed by the legislature creating junior college districts. Local Advisory Committees became Boards of Trustees. The districts coincided with the county boundaries within which the various junior colleges were located. The essential difference from the previous organizational form was that junior colleges were taken out from the direct administration of County Boards of Education.<sup>72</sup>

The present administrative organization of the system of Florida public junior colleges as it has evolved consists of a Division of Community Colleges under the State

Department of Education staffed by a Director, Assistant Director, Administrator of Financial Affairs, Administrator of Academic Affairs, Coordinator of Articulation and Student Affairs, Specialist-Financial Records, and Consultant-Fiscal Affairs.<sup>73</sup> There is also a seven-member State Junior College Advisory Council made up of, according to Florida statutes, "prominent and representative citizens" to serve as a policy-making entity. The Director of the Division of Community Colleges serves as Executive Secretary of this Council. Due to the multi-faceted functions of the junior colleges, it should be noted that other divisions and bureaus of the State Department of Education; for example, those dealing with vocational education, financing, facilities, standards, etc., also play a role in the operation of the junior college system. Each junior college district has its own Board of Trustees and the president of each junior college is the executive officer and secretary of the Board as well as chief administrative officer of his junior college.

#### Finance of Public Junior Colleges in Florida

This section is developed from two main sources, both publications of Florida's State Department of Education. One of these is the Accounting Manual for Florida's Public Junior Colleges 1968<sup>74</sup> and the other is entitled Florida

Public School Finance Program 1969-70.<sup>75</sup> Accordingly, what follows is divided into two segments (1) accounting procedures and (2) finance program.

#### Accounting procedures

Accounting procedures, reporting formats, and certain aspects of financing have been subject to change through the years encompassed in the present study. To trace these variations in an historical vein would be a large task and for present purposes is not considered as yielding particular value. State summaries of junior college finances give some evidence of the changes over the fiscal years 1963-1969 period as will be shown in the figures relating to DBJC's financing presented in a section to follow. What is included here is offered as a broad representation of junior college financing at present and over the years in question.

In his foreword to the accounting manual, State Superintendent Floyd T. Christian refers to the "new problems in financing, organization and administration" occasioned by the growth of Florida's system of public junior colleges.<sup>76</sup> With regard to problems of fiscal management, Christian explains:

For several years it has been apparent that the accounting system under which junior colleges were operated and which was developed primarily for county school systems was not adequate to provide the management data needed for sound junior college

administration and fiscal control. The increasing use of computers, the increasing participation in federal programs, and the growing complexity of the institutions made it more and more difficult to operate under the existing financial system.<sup>77</sup>

As a result, a new system was developed and the Accounting Manual 1968 was adopted for use for the junior colleges effective July 1, 1968.

Accounts are grouped in terms of funds. Each fund relates to specific activities or objectives. The nine funds are (1) General Current, (2) Restricted Current, (3) Auxiliary, (4) Loan, (5) Scholarship & Endowment, (6) Agency, (7) Unexpended Plant, (8) Debt Service, and (9) Investment in Plant.<sup>78</sup> Each of these is carefully defined.

The revenue chart of accounts contains a section for "Support from Federal Government."<sup>79</sup> This in turn is divided into Government Agencies such as Veterans Administration, Department of Labor, etc. All of these are reported in Fund 2. Additionally, support through Health, Education and Welfare may be credited into funds 4, 5, and 7. This particular group of accounts is numbered 430-449 and is used to record federal government receipts "whether received directly from the Federal Government or through the State and regardless of the purpose for which the receipts are intended."<sup>80</sup>

Federal support, then, in current junior college ac-

counting will be found in Funds 2, 4, 5, and 7. Funds 4 and 5 relate to resources (loans, scholarships) available to students. Fund 2, "Restricted Current" is defined as follows:

This fund is used to account for resources that are available for the operation and support of the educational program but (1) are restricted as to their use by an outside agency or person, or (2) require separate "project" accounting for management and/or reporting purposes. Examples would be: (1) gifts from organizations which must be used only for specified purposes, (2) federal grants for other than construction and student loan and scholarship purposes (including reimbursable type grants), . . .

Fund 7, "Unexpended Plant," is defined as:

This fund is used to account for resources that are available for the acquisition or construction of physical property to be used for institutional purposes and resources designated for the major repair and/or replacement of institutional property.

Fund 9, "Investment in Plant," has to do with cumulative costs of assets in plant and is detailed to show the sources of income spent on land, buildings, books, etc. Thus federal sources, though accounted for elsewhere, would also be shown in the accounts of this fund as well.

The foregoing briefly explains how the need for systematic accounting data, in part due to increasing participation in federal programs by junior colleges, was implemented in Florida. Certainly in future years the extent of federal financial participation will be more easily dis-

cernible because of such careful delineation of the appropriate accounting data. For the years covered in the present study, much reconstruction is necessary in order to accomplish a reasonably complete presentation as far as DBJC is concerned.

#### Finance program

The accounting manual divides revenue accounts for the public junior colleges into seven categories. These are (1) Student Fees (matriculation, tuition, fees), (2) Support from Counties (appropriations, contributions, and other support), (3) Support from State Minimum Foundation Program, license tag fees, social security and retirement matching, gross utility tax and higher education bonds, (4) Support from Federal Government, (5) Sales and Services (room and board), (6) Other Revenue (interest, dividends, gifts, grants, transfers), and (7) Non-Revenue Receipts (proceeds from loans, bonds, sale of assets, refunds).<sup>83</sup>

The purpose of this section is to describe the state program for financing public junior colleges in Florida. This includes provisions for support from counties and thus covers categories 2 and 3 above. Items 1, 5, 6, and 7 are largely explained by their names and components. Detailed explanation regarding these is not offered here. Item 4 is strategic to this study and the varieties and importance of



this funding are matters which are largely to be considered on a case study of DBJC basis. Provisions for county and state support as part of the state program for public school finance, then, remain to be explained.

The Junior College Minimum Foundation Program has its basis in the State's Minimum Foundation School Law passed in 1947. Many changes have occurred in the state program since its inception. But the overriding purpose of providing a minimum educational opportunity for all by enacting minimum standards of financial support by the state and counties remains.

Computation of amount of funds to go to a junior college is in accordance with predetermined formulas, and "instruction units" are a basic ingredient. These are derived as follows:

One instruction unit is allotted for each twelve students in average daily attendance (ADA in other than occupational programs for the first 420 students and one additional unit is allotted for each additional 15 students. One unit for each ten students in ADA in occupational programs is allotted. One unit or proportionate fraction is allotted for administrative and special instructional services for each eight instruction units and one unit or proportionate fraction is allotted for student personnel services for each 20 instruction units.<sup>84</sup>

The instructional staff is divided into academic classifications based on the nature of the certificate they hold. The higher the academic qualifications, the higher

the ranking of the certificate and the higher the ranking of certificate, the higher the sum of money allocated to that position. A person with an earned doctoral degree, for example, is assigned a value of \$6,700. The percentage of total instructional staff in each category is calculated and the percentages are multiplied by the total instruction unit to derive the number of instruction units allocatable to that category, and this number, in turn, is multiplied by the assigned dollar value to each category. The total so derived for regular term salaries can be increased by 3.5 per cent "for administrative and special instructional service personnel and student personnel services personnel employed beyond the regular term."<sup>85</sup>

Other calculations which add to the total include:

(1) increase salaries by 5 per cent for Staff and Program Development, (2) multiply the total number of instruction units by \$1,550 for current expenses other than instructional salaries and transportation, (3) add \$17,500 for administrative expense (plus \$10,000 for additional approved centers beyond the first one approved), (4) for transportation, each 30 junior college pupils transported at public expense counts for one transportation unit and the number of units multiplied by \$1,250 yields a calculated amount for transportation, and (5) there exists a possibility of ad-

ditional "recalculation funds" which, according to a detailed formula, can be earned if "the ADA in any junior college for the first two months of any academic year is greater than the ADA in the junior college during the first two months of the preceding academic year."<sup>86</sup> To sum:

The total allowable cost of the Junior College Foundation Program is determined by the total of the amounts calculated for salaries, transportation, current expense, administrative expense, and recalculation funds. From this total is subtracted the required local contribution. The balance, or remainder, is provided by the state.<sup>87</sup>

The required local effort is "95 percent of the calculated yield of three tenths of one mill of tax levied on the total non-exempt assessed valuation of the district."<sup>88</sup>

In addition to the Minimum Foundation Program, junior colleges participate in state funds allocated to provide for "Capital Outlay and Debt Service" needs. This is calculated basically as \$400 per instruction unit and is funded through "earmarking the first proceeds of revenue derived from motor vehicle license sales."<sup>89</sup>

The "County School Sales Tax Trust Fund" is paid at a rate of \$500 per instruction unit and provides funds needed to "meet the required payments to the teachers' retirement system and to the state and county officers and employees' retirement system."<sup>90</sup>

Finally, there exist separate funds for junior college

and vocational-technical center construction. Disbursement is based on priorities established by means of formulas for that purpose. Further requirements include surveys, recommendations, and requests by appropriate entities. Support of these funds "is provided by a Constitutional amendment which provides for the sale of bonds to be retired from utilities gross receipts taxes."<sup>91</sup> The Legislature has granted the authority to issue such bonds to the State Board of Education.

### Daytona Beach Junior College

The purpose of this section is to describe Daytona Beach Junior College. The College is used in this study as a representative institution subject to being directly and significantly influenced by federal funds. Attention is given to DBJC's history and development, philosophy and objectives, organization and curricula, finance, and community setting.

### History and Development

Although the history and development of Daytona Beach Junior College is closely entwined with the history and development of the junior college system in the State of Florida, present focus is on the college itself and thus extensive explanation concerning the wider system is not included here.

In part, the history traced here is a numbers phenomenon which may be expressed in terms of growth in enrollment, administration and faculty, and physical plant. Hence, a section dealing with quantifiable, yet qualified, data follows what is an essentially verbal outline of the College's historical record.

### Historical record

Daytona Beach Junior College was founded in 1958 to serve Volusia and Flagler Counties, Florida. The catalog for 1950-60 states: "Daytona Beach Junior College is a pioneer in that it is the first junior college in the state to operate a program of comprehensive nature defined by the legislature and as recommended by the Florida Community College Council."<sup>92</sup> The defined comprehensiveness includes college parallel courses, terminal technical and vocational courses and courses for adults beyond basic education. The comprehensive nature of the College realized so early in its history stems from antecedant circumstances.

In 1929 an Opportunity School was founded in Daytona Beach. Early in its history the location of the School changed several times as did the directorship of it. In 1937, Mary Brennan Karl became its Director and during the war years, the School operated as the Volusia County Vocational School. Following the war, Mrs. Karl made an active

effort to obtain for the County School Board the use of properties of what was then an Army convalescent and rehabilitation center in Daytona Beach. This property was known as the Welch Center, which in 1948 was turned over to Volusia County. Mrs. Karl died in that year, and in recognition of her efforts, the School which she directed was renamed "The Mary Karl Vocational School," by then located on the new tract of land.

The possibility of having a full-fledged junior college for the Volusia-Flagler area became known in late 1956. The required evidence of need and public support was soon shown and thus the local Advisory Committee was able to recommend with some trepidation ("I thought we were all a little bit out of our minds!") that the College be opened in the fall of 1958.<sup>93</sup> A temporary home for the Transfer Division was found in the Inn of the Princess Issena Hotel, and the College opened to freshmen in September, 1958. Some classes were at the Inn, and others were in the Vocational School buildings, "but teachers and students alike accepted the make-shift accommodations and the many problems in true pioneer spirit."<sup>94</sup> Mrs. Eric Lenholt, Chairman of the Advisory Committee, who made this comment in 1963, also offered the following:

Incidentally, it was from the Inn that the students got the idea of calling their yearbook the Innkeeper." I like this statement from the editor of that first "Innkeeper": "Speaking for those of us who were a part of the beginning of the Daytona Beach Junior College, I suppose that some day we will return and look at the new buildings and unfamiliar faces and laugh, remembering the Inn and its old adage 'a bath in every classroom' with a degree of nostalgic humor and think how badly we must have wanted to go to college."<sup>95</sup>

It should also be noted that an Adult Education program was in operation in connection with the Vocational School.

The 1961-62 catalog noted that the College Division had moved to the 42-acre site where the Mary Karl Vocational School was located and in addition to pre-existing buildings, there were three new buildings--an administration-classroom building (Collins Hall--named for Florida Governor LeRoy Collins who dedicated the new campus in December, 1960), the Mary Karl Memorial Library, and the Science Building (the first new building on campus).<sup>96</sup>

The 1961-62 catalog, after outlining the early beginnings of DBJC states:

Today, three divisions complete its overall structure. They include a College Division providing the freshman and sophomore years of the general education requirements for transfer to senior institutions, an Adult Education Division to meet the needs of a varied adult citizenry, and the Mary Karl Vocational Division which offers a broad range of occupational training.<sup>97</sup>

It should be understood that until July, 1968, these three Divisions were essentially separate institutions located on

one campus under one president. (These divisions are now called schools and are titled School of Arts and Sciences, Mary Karl School of Applied Science, and School of Continuing Education.) Each Division was funded differently and had its own budget and business office.

The catalog for 1961-62 also noted the addition of a new gymnasium-auditorium. As in previous catalogs, it was stated that "several new buildings are planned in the near future to keep pace with the increased enrollment trends of the three Divisions."<sup>98</sup> Data on the development of the physical plant are included in the section to follow.

The merger with Volusia County Community College in 1966-67, and the assignment of DBJC as an Area Vocational School as of the fall of 1967, are two facets in the development of the present junior college which deserve some attention here.

In 1958 Volusia County Community College (VCCC) was opened following authorization based on the state master plan developed by the Community College Council. This was a college for the black community coincidentally established with DBJC. In its Self Evaluation Study dated 1963, the college was described as follows:

The Volusia County Community College is a two-year institution of higher education, which offers a broad scope of educational programs to local youth and



adults, and to youth and adults who live within commuting distance of its campus. It is, by Florida School law, a part of the Volusia County public school system and is administered, with the help of an Advisory Committee, by the Volusia County Board of Public Instruction. It is an institution whose campus extends throughout the county.<sup>99</sup>

VCCC offered educational opportunities in the area of college parallel, adult and vocational training.

In a personal interview with the former President of VCCC, Mr. J. Griffin Greene, events subsequent to 1963 were outlined to the present writer. Mr. Greene pointed out that by 1964 the physical plant of the college included an administration building, library, classroom building and field house. Vocational-technical courses were housed in the new Campbell Senior High School facility. However, in 1964 under a directive by the County Board of Education, initial groundwork toward integrating black junior colleges with white junior colleges began and the respective Presidents of VCCC and DBJC entered into conversations on the matter. In 1965-66 actual integration began with an administrative change such that the President of DBJC became the administrative chief of VCCC as well, and the President of VCCC became a Vice President for the VCCC site. The complete operation of VCCC remained on its previous site.

In the 1966-67 year the two schools physically merged with faculty, students, programs, and certain equipment

moving to the DBJC campus. The VCCC physical plant became the John H. Smiley Educational Development Center named after the then Superintendent of Volusia County Board of Public Instruction. It might be noted that at the present time, Mr. Smiley is Dean of the Mary Karl School of Applied Science and Mr. Greene has been named Dean of the School of Continuing Education at DBJC.

As mentioned earlier, DBJC was assigned as an Area Vocational School in the fall of 1967.

The Vocational Education Act of 1963 (PL 88-210) authorized federal grants to states to be used for expanding and improving vocational education opportunities. To participate in these funds, states were required to submit a state plan for vocational education which essentially amounted to a contract between the state and federal government relating to the administration and use of federal funds. The Act included definition of area vocational education schools such that a division of a junior college which provides vocational education in no less than five different occupational fields qualifies.

In 1964, to assist in development of a state plan for Florida, the State Board of Education commissioned the Associated Consultants in Education, Inc., to provide information and make recommendations from which a state plan could

be developed. The results of that effort were published in 1965 under the title The Florida Study of Vocational-Technical Education.<sup>100</sup> Dr. Roy Bergengren, President of Daytona Beach Junior College, served on the Advisory Committee for that study, and Mr. Philip Goldhagen, presently Director of Development at DBJC, served as a Research Associate. Although the recommendations made in the study were not completely followed by the State Department in their determination of locations for Area Vocational Schools, in the case of DBJC, the recommendations were followed. The importance of this designation lies in those funds allocated to Area Vocational Schools for which DBJC can qualify.

With regard to administration, the college was under the aegis of the county school system until 1968 when it came under its own District Board of Trustees. The Trustees were composed of what was formerly the Junior College Advisory Committee for Daytona Beach Junior College.

The college has been served by two presidents in its 12-year history. Dr. James M. Snyder was the first president serving from 1958 to 1960. Dr. Roy F. Bergengren, Jr., assumed the presidency of DBJC in 1960.

#### Numerical data

Due to the nature of the development of the college in terms of structure and administrative organization, firm

historical data relating to individual variables had to be gathered from several different sources. The college has reached its present form in the space of little more than a decade. The present major divisions of the college were, at one time, virtually separate entities. Further, the administrative organization of the junior college system, as well as of the individual junior colleges, underwent considerable revision. Formats for record-keeping and reporting have also undergone significant change. Finally, capabilities in terms of personnel and equipment for maintaining needed, useful, and required data have been very much a part of the growth process.

Table 1.--Table 1 traces enrollment for the three schools which comprise the college. The figures represent individuals served during the accounting year period (fiscal year). The figures for continuing education reflect individuals who take perhaps a single course taught under the auspices of DBJC but by part-time instructors and in locations removed from the actual campus. Hence, the numerical superiority indicated should not be misinterpreted in terms of significance of the school relative to the others, where the figures are more reflective of both full-time and part-time on-campus attendance in degree and certificate programs.

TABLE 1\*

DAYTONA BEACH JUNIOR COLLEGE  
ENROLLMENT STATISTICS

(Academic Year July 30 - August 1)

Year	College Credit	Vocational	Adult/Continuing Education	Total
1968-69	2,953	3,265	9,757	15,975
1967-68	3,146	3,808	7,662	14,616
1966-67	3,271	3,185	8,244	14,700
1965-66	2,859	3,269	7,874	14,002
1964-65	2,329	2,731	6,679	11,739
1963-64	1,847	2,673	4,761	9,281
1962-63	1,588	3,061	4,529	9,178
1961-62	1,212	3,039	-	-
1960-61	827	-	-	-

Source: Registrar's Office, DBJC

\*See explanation, p. 86.

Table 2.--The data in Table 2 are a good example of the problems of data collection. The figures for each division (now school) were each collected from different sources. With continuing education, the numbers of full-time faculty are quite small--estimated less than five or six in any given year with full-time administrators numbering four up to the year 1964 and five after that time. Yet to list only full-time faculty for a program which is conducted in the manner of the continuing education school is not really the relevant figure. On the other hand, the total of what might be called teaching participants is equally misleading without explanation that the numbers, only in a very general way, indicate the growth of the program since they represent individual teaching participants but do not indicate the amount of teaching accomplished by each. Further, all divisions have part-time teachers as well, although in other than continuing education, the full-time faculty figures may be taken as a reasonable and perhaps best indication of growth in terms of administration and faculty.

Table 3.--This table presents the growth of the physical plant of DBJC in terms of two components of that plant--new buildings and equipment. The figures related to equipment inventory had to be reconstructed from several

TABLE 2\*

DBJC  
ADMINISTRATION AND FULL-TIME FACULTY  
COLLEGE TRANSFER AND VOCATIONAL DIVISIONS  
ADM., FULL AND PART-TIME TEACHERS  
CONTINUING EDUCATION

Year	College Transfer Number	Vocational Number	Adm., Full & Part-Time Teachers Adult/Continuing Education
1968-69	112	41	233
1967-68	104	45	229
1966-67	102	41	210
1965-66	77	33	181
1964-65	60	32	149
1963-64	51	29	144
1962-63	46	28	138
1961-62	37	27	124
1960-61	33	27	120
1959-60	32	23	-
1958-59	19	-	-

Sources: Office of the President, Daytona Beach Junior College; School of Continuing Education, DBJC; Vocational School Catalogs

\*See explanation, p. 88.

TABLE 3\*

GROWTH OF PHYSICAL PLANT OF DBJC:  
COST OF NEW BUILDINGS AND EQUIPMENT INVENTORIES  
FISCAL YEARS 1960-69

Fiscal Year	New Buildings Added	Cost of New Buildings Added	Total Book Value (cost) of New Buildings To Date	Additions to Equipment Inventory	Total Equip. Inventory As of June 30	Total Value Buildings and Equipment
1959-60	Science Library	\$240,524	\$	\$	\$	\$
	Collins Hall	132,182				
		267,779	640,485	190,238	190,238	830,723
1960-61			640,485	109,670	299,908	940,393
1961-62	Physical Education	252,646	893,131	42,132	342,040	1,235,171
1962-63	Bailey Hall	225,390	1,118,521	58,255	400,295	1,518,816
1963-64			1,118,521	89,364	489,659	1,608,180
1964-65	Gen. Office Bldg.	81,466	1,199,987	100,743	590,402	1,790,389
1965-66	Humanities Student Center	527,442				
	Library Addition	414,517				
		92,687	2,234,633	143,888	734,290	2,968,923



1966-67			2,234,633	264,320	998,610	3,233,243
1967-68	Industrial Education	624,087	2,858,720	300,061	1,298,671	4,157,391
1968-69	Guidance Center	819,249				
	Applied Science	818,296				
	Central A/C Plant	190,540				
	Heating Plant (Renov.)	120,183				
	Automotive	446,818	5,253,806	217,572	1,516,243	6,770,049

Source: Compiled from records supplied by DBJC Finance Office

\*See explanation, p. 88.

sources and as such represent best estimates. Further, the total value of new buildings and equipment should not be taken as the grand total value of the physical plant. The value of the land (estimated at \$8,000 per acre) and of site improvements over the years brings the estimated total value at between \$7,500,000 and \$8,000,000. The figures presented in Table 3, however, are representative of another side of the growth of the college.

### Philosophy and Objectives

A statement of philosophy and objectives for a college is normally to be found in that college's catalog. DBJC is not an exception to this generalization.

Before the 1970-71 catalog went to print, the Academic Affairs Committee, composed of certain of the faculty of DBJC, was commissioned to review the stated philosophy and objectives as written in earlier catalogs, and to suggest changes that they thought would be appropriate. Some suggestions were made and it is likely that an additional review of the statement will eventuate. In any case, the stated philosophy is:

The basic purpose of Daytona Beach Junior College is to help students equip themselves for effective living and responsible citizenship. The college encourages students to assume a major share of responsibility for their own development. Emphasis is placed upon the understanding of basic principles and concepts and upon the application of scientific methods to the solution of problems.

Daytona Beach Junior College recognizes obligations implicit in its function as a community college and accepts the challenge of providing a variety of educational services to the community.<sup>101</sup>

While each school within the college has its own specific objectives, the objectives for the college as a whole are stated as follows:

1. To provide opportunities for students to develop economic competence, social responsibility and intellectual curiosity.
2. To assist students in making academic and career decisions.
3. To provide an adequate environment for learning.
4. To encourage the application of principles of democratic government and ethical behavior.
5. To promote positive attitudes toward mental and physical health.<sup>102</sup>

#### Organization and Curricula

The administrative organization of the college is divided into two major segments, one concerned with academic affairs and the other dealing with business affairs. Each of these elements is headed by a vice-president responsible to the President, who, in turn, is responsible to the Board of Trustees.

The college is functionally divided into three academic schools and two service divisions each of which is headed by a Dean. The schools are those of Arts and Sciences, Applied Science and Continuing Education. The two service divisions are Instructional Resources and Student Services.

The School of Arts and Sciences is what some might

refer to as a college transfer division. It provides college parallel programs for progress toward a four-year degree. On completion of a program in this school, an Associate in Arts Degree is awarded. In working toward this degree, the student has the opportunity to begin specialization in a major area as well as to accomplish the so-called general education course requirements common in the first two years of programs leading to four-year degrees.

The curricula of the Mary Karl School of Applied Science is varied and includes Associate in Science Degree programs, certificate programs, and short and special courses. The first mentioned program provides specialization in an occupational area plus general education course work. Some of the work in these programs is transferable and the program itself is a two-year affair. In the 1969-70 school year, 17 Associate in Science Degree programs were offered including such diverse areas as Civil Technology, Law Enforcement, Hotel-Motel, Nursing, and Photography.

The certificate programs are normally of shorter duration and involve preparation for entry in a specific occupation. The 17 programs in this area include, among others, Cosmetology, Drafting, Dry Cleaning, Machine Shop, Printing and Lithography, and Watch Repair.

Special courses are offered in 28 areas with 89 classes.

These courses are offered under three general headings: Apprenticeship, Extension Education, and Short Term Preparatory Courses. Examples of the apprenticeship courses would be Carpentry, Electrician, etc. Examples of Extension Education, which is designed to upgrade skills would be Air-conditioning, LPN, Surveying. Examples of the Short Term Preparatory Courses would be Welding, Nurse's Aide, Machine Operator, and Ward Clerk.

The Division of Instructional Resources is subdivided into two main sections, one being the College Library, and the other, the Education Media Center. The names describe the services offered.

The educational endeavors of the School of Continuing Education are wide-ranging. The following explanation is taken from the latest DBJC catalog:

The School of Continuing Education extends the services of the Daytona Beach Junior College into the community. It operates on the premise that education and learning is continuous rather than terminal, and that the College should accept the entire population of its geographical area as a potential student body. Both the enrichment of living and the improvement of the quality of community life are reflected in the many programs provided for adults. Adult educational opportunities include basic education, high school completion, citizenship and public affairs education, liberal arts programs, cultural education, senior citizens programs and cooperative workshops, seminars, clinics and short-term classes. These varied programs provide great flexibility and are sensitive to the changing needs and interests of the community.<sup>103</sup>

The Division of Student Services encompasses seven activities: (1) Admissions, (2) Registration and Records, (3) Counseling, (4) Financial Aid, (5) Student Activities, (6) Job Placement, and (7) Guided Studies. The names given to these activities are descriptive of the functions performed. Perhaps it should be explained that Guided Studies is a program designed in the main to bring students with deficiencies in English, mathematics, and reading up to an acceptable level so that they may proceed with other programs offered by the college in which these skills are needed.

#### Finance

An explanation of how the public junior colleges in Florida are financed has been covered in another section of this chapter. That is descriptive of how DBJC is financed, and further explanation is not offered here. However, it seems appropriate to include summaries of the revenues accruing to DBJC over the years covered in this study. In so doing, the changes in reporting formats alluded to in another section will be evident. Because of these changes, and difficulties of comparable accounts, revenue summaries are presented here in three separate tables. Table 4 covers the years 1963-1965, Table 5 covers 1966-68, and Table 6 covers 1968-69.

The usefulness and accuracy of the figures given are limited in that they are drawn from state summaries based on reports submitted by county school systems under which junior colleges operated. It is this writer's understanding that these reports for DBJC essentially covered only the College Division hence do not lend themselves well to comparisons relative to the total college as it exists today. Further, data which would be appropriate for inclusion in the operations of the total college are not understood to be separable from accounts covering larger segments of the county system and therefore reconstruction of comprehensive data on an historical basis would require an effort which falls beyond the scope of the present study. Information which is available is presented here but the limitations of it should be understood.

The figures covering 1968-69 in Table 6 were provided by DBJC's Business Office and are from a Year-End Financial Report. This covers the first year of the college's operation as an entity separate from the County system. It is also the first year under the significantly revised accounting system, explained in another section, which became effective July 1, 1968. Implementation of the new accounting system combined with separation from the County school system presented sizable accounting difficulties. It was

TABLE 4\*

RECEIPTS AND TRANSFERS  
 DAYTONA BEACH JUNIOR COLLEGE  
 FY 1963 - 1965

	<u>1962-63</u>	<u>1963-64</u>	<u>1964-65</u>
<u>SUPPORT &amp; MAINTENANCE</u>			
FEDERAL SOURCES:			
Direct			
PL 550	31	60	99
Federal Funds thru State			
NDEA	1,380	9,212	1,549
Vocational Funds	-	70,948	-
STATE SOURCES:			
MFP	278,258	384,319	496,687
School Sales Tax Funds	30,277	41,266	45,886
LOCAL SOURCES:			
Tuition, Fees, Interest,			
Gifts, Misc.	133,072	139,985	191,761
REMITTANCES & TRANSFERS (FROM COUNTIES, COUNTY SCHOOL FUNDS, CONSTRUCTION FUNDS)	74,347	90,983	165,397
CASH BALANCES	49,667	73,422	140,549
TOTAL RECEIPTS, TRANSFERS AND BALANCES (SUPPORT & MAINTENANCE)	567,032	811,198	1,041,931



TABLE 4 continued

	<u>1962-63</u>	<u>1963-64</u>	<u>1964-65</u>
<u>CONSTRUCTION</u>			
CO & DS	21,800	29,711	33,038
Junior College Construction	204,485	21,327	465,000
Other	812	-	75
Beginning Cash Balance	8,922	2,147	29,275
Loan (237.27)	-	77,000	-
Interest & Profit	-	-	231
Transfer from Junior College Construction	-	-	25,783
TOTAL RECEIPTS, TRANSFERS AND BALANCES (CONSTRUCTION)	236,019	130,186	553,404

Source: Summaries of Junior College Finances provided by the Office of Financial Affairs, Division of Community Colleges State of Florida Department of Education

\*See explanation, pp. 70-74, and pp. 96-97.

TABLE 5\*\*\*

RECEIPTS AND TRANSFERS  
DAYTONA BEACH JUNIOR COLLEGE  
FY 1966 - 1968

	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>
<u>OPERATING FUNDS</u>			
FEDERAL:			
Federal Sources (Not specified)	26,366	31	741
Federal Funds thru State			
NDEA	13,121	6,437	-
Vocational Funds		311	-
Other	-	-	2,400
STATE SOURCES:			
MFP	849,193	841,577	1,749,466
Adm. Exp. & Cost/ Issuing SBE Bonds	611	667	1,254
School Sales Tax Fund	84,013	91,767	172,551
** Retirement Employer Matching	-	-	156,865
LOCAL SOURCES:			
(Tuition, Fees, Interest, Gifts, Misc.)	303,417	369,453	495,300
REMITTANCES AND INCOMING TRANSFERS (FROM COUNTIES, COUNTY SCHOOL FUNDS, CAPITAL IMPROVEMENT FUNDS, CONTRACTED PROGRAM FUNDS)	172,727	202,877	266,974
CASH BALANCES	215,665	294,364	333,058
TOTAL RECEIPTS, TRANSFERS, AND BALANCES	1,665,116	1,807,486	3,178,611

TABLE 5 continued

	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>
<u>CAPITAL IMPROVEMENT FUNDS</u>			
FEDERAL FUNDS:			
Federal Higher Education Facilities Construction	-	908,950	-
Vocational Act of 1963	22,941	296,480	-
Library Resources PL89-329	5,000	-	-
Other	-	-	4,628
OTHER THAN FEDERAL:			
CO & DS	60,489	66,072	124,893
Junior College Construction	644,349	2,808,707	-
Interest & Profit	2,021	1,961	2,902
Other	35	1,308	861
Sale of Property	-	2,906	6,289
Transfers from Operating (K-12)	24,400	-	-
Transfers from Junior College Operating	70,000	60,248	73,000
**Advancement			58
Beginning Fund Balances	210,701	211,171	3,576,651
TOTAL AVAILABLE FOR APPROPRIATION	1,039,937	4,357,805	3,789,285

TABLE 5 continued

	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>
<u>*CONTRACTED PROGRAM FUND</u>			
FEDERAL SOURCES:			
Dept. of HEW	-	73,611	43,180
Economic Opportunity	-	-	-
Other Federal Agencies	-	-	-
Federal Money thru State HEW	-	64,458	79,438
**Other Local Sources	-	-	3,735
Transfers	-	35,000	33,951
Fund Balance	-	22,791	106,004
TOTAL REVENUE			
TRANSFERS & BALANCES	-	195,860	266,308

Source: Summaries of Junior College Finances provided by the Office of Financial Affairs, Division of Community Colleges State of Florida Department of Education

\*This fund reported in state summaries for the first time in 1966-67.

\*\*New reporting category 1967-68.

\*\*\*See explanation, pp. 70-74, and pp. 96-97.

TABLE 6\*

DAYTONA BEACH JUNIOR COLLEGE  
SUMMARY OF FUND REVENUES  
FY 1968 - 1969

GENERAL CURRENT FUND

Student Fees	\$ 520,012
Support from Counties	223,583
Support from State	2,101,807
Sales and Services	42,766
Interest and Dividends	27,960
Other Revenue	<u>28,775</u>
Total	\$3,944,905

RESTRICTED CURRENT FUND

Support from Federal Government	<u>\$ 167,579</u>
Total	\$ 167,579

AUXILIARY FUND

Sales and Services	\$ 177,081
Interest and Dividends	<u>689</u>
Total	\$ 177,770

LOAN FUND

Other Revenue	<u>\$ 15,123</u>
Total	\$ 15,123

SCHOLARSHIP & ENDOWMENT FUND

Other Revenue	<u>\$ 51,154</u>
Total	\$ 51,154

TABLE 6 continued

AGENCY FUND

Other Revenue	\$ 45,266
Non-Revenue Receipts	<u>1,208</u>
Total	\$ 46,475

UNEXPENDED PLANT FUND

Support from State	\$1,232,537
Support from Federal Government	143,241
Interest and Dividends	<u>6,101</u>
Total	\$1,381,879

DEBT SERVICE FUND

No Receipts	-
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INVESTED IN PLANT FUND

Non-Revenue Receipts	\$ 482
Plant Asset Additions	<u>1,319,168</u>
Total	\$1,319,650

Source: Daytona Beach Junior College  
Fund Balance Sheet June 30, 1969

\*See explanation, pp. 70-74, and pp. 96-97.

also about this time that the college was developing a data processing system for financial accounting and the use of an on-campus computer system. The impact of all these concurrent changes on the efforts required in business operations and the accounting thereof cannot be minimized. As with the other tables, the coverage in Table 6 is restricted to revenue sources.

### Community Setting

The General Catalog for 1970-1971 describes DBJC as: "A Public Junior College serving Flagler and Volusia Counties at Daytona Beach, Florida." Delineation of the true area served by a college is problematical. Considering student and population mobility, county boundaries may officially not totally demarcate the service area. The true service area may vary from program to program. Moreover, what is encompassed in the term "service" is subject to varied interpretation.

The college, located in Daytona Beach, sets in a metropolitan area consisting of several contiguous municipalities (Daytona Beach, Ormond Beach, Holly Hill, Port Orange, South Daytona, Daytona Beach Shores, and Ponce Inlet). Together, the population of these municipalities comprises the majority of the population in Volusia County. While the official and unofficial service area of the

college is wider, prime emphasis here is placed on the immediate geographical area in which the college is located. (It might be noted that for the 1969-70 academic year, DBJC enrolled a total of 2,324 college credit students. Of this number, 2,191 were from Florida. Of the 2,191 from Florida, 2,045 were from Volusia County, 29 from Flagler County, and the remainder from other counties in the state.) Lesser emphasis is placed on the two-county area. While no attempt is made to offer a comprehensive description, selected data related to demography, the economy, and education are presented, which should provide a rough sketch of the community setting.

#### Demographic data

The Daytona Beach Evening News recently ran an article reporting preliminary figures from the 1970 census which was titled "Volusia's Population At 166,267; Up 32 Pct." The increase was in comparison to the 1960 census. Flagler County population totaled 4,255 in the new census which was a drop of 311 persons compared with the 1960 census figure.<sup>104</sup> A ranking of counties based on the new census figures lists Volusia County 11th and Flagler County 63rd out of 67 counties in Florida.<sup>105</sup>

In 1967 the Volusia Area Planning Commission reported significant in-migration of retirees in the 1950 to 1960



decade such that the medium age of Volusia County rose from 35.1 to 39.5 whereas for Florida, the median age rose from 30.9 to 31.2. In this period, "the number of persons in the 65 and over age group increased 162 per cent while the total population increased only 68 per cent."<sup>106</sup> However, between 1960 and 1966 the school enrollment increased from 16.8 to 18.6 per cent of the total population which illustrates, according to the Commission, the fact that more young families have entered the county.

In 1966 the birth rate for Volusia County was 14.4 and the death rate was also 14.4. Respective figures for the state were 17.3 and 10.4. From 1960 to 1966 it was calculated that 95 per cent of the total population gain in the county could be attributed to in-migration. "In 1966, the natural increase for Volusia County was a negative number so that the entire population gain came from in-migration."<sup>107</sup>

#### Industry and employment

The Daytona Beach Chamber of Commerce has compiled A Factual Survey for Industry of the Metropolitan Daytona Beach, Florida Area which contains a variety of materials of interest to industrial concerns in terms of location advantages offered by this area. The rapid rate of immigration into this area is commented upon, and the following is suggested with regard to adequate worker supply:

The area's economy is based on tourists, trade, and some light manufacturing with particular demand for more industrial employment.

A population of approximately 174,000 within 30 miles, 350,000 within 50 to 60 miles. Immigration of potential workers provides an increasing source of workers.

A "floating population" of tourists with diversified work backgrounds . . . seeking permanent job opportunities in the Daytona Beach Area.<sup>108</sup>

The Survey also contains a section on "Industry and Personnel," which contains the following description:

Types of those industries that are successfully operated in this Area are highly diversified from the highly technical Aerospace related operation to boat building, fishing tackle manufacturing, mill work plants, manufacturers of household chemical products, candy, food products, carbonated beverages, building materials, venetian blinds, furniture, plastic and light steel fabrications, sheet metal, canvas and concrete products, ornamental iron and aluminum, art craft, artificial bait, electronic components, garment manufacturing, tool and die, proprietary drugs, precision instruments, color lithograph, and others.<sup>109</sup>

According to estimates by the Florida Department of Commerce, in April, 1970, the total civilian labor force in Volusia County was 58,200. Of this number, 1,600 were unemployed, 44,700 were employed in non-agricultural establishments, 2,500 in agriculture, and 9,400 were placed in an "other" category which includes domestic and self-employed workers. Of those in non-agricultural establishments, 5,300 were in manufacturing, 2,400 in contract construction, 2,000 in transportation, communications, and

public utilities, 12,800 in trade, 2,800 in finance, insurance, and real estate, 10,400 in service and miscellaneous, and 9,000 in government.<sup>110</sup>

An interesting commentary on the low unemployment rate (2.7 per cent) was offered by Mr. Lawrence Melick, President of the Daytona Beach Area Committee of "100," in a recent interview. According to Melick, the reason for the low rate "is that there are no jobs. And typical of all of Florida, if there are no jobs here, immediately people go north. They just pick up and leave."<sup>111</sup> On the other hand, "because it is Florida, all we have to do is let word out that there are jobs available and they flock here."<sup>112</sup>

### Schools

According to a research report by the Department of Education, in 1968 there were 29 public high school graduates in Flagler County, of which 41.38 per cent entered colleges, 17.24 per cent entered technical, trade, and other programs, and 41.38 per cent did not immediately continue education. For the same year there were 1,568 public high school graduates in Volusia County, 70.08 per cent of which entered college, 5.74 per cent entered technical, trade, and other, and 34.18 per cent did not immediately continue education.<sup>113</sup>

Flagler County has one public high school and no

"non-public" high schools. Volusia County has eight public high schools and three "non-public" high schools. In actual numbers, 536 of Volusia County's 1,568 public high school graduates in 1968 entered a public junior college as did 61 of the 111 graduates of non-public high schools. Of 29 Flagler County graduates, 9 entered a public junior college.<sup>114</sup>

In addition to Daytona Beach Junior College, there are other institutions of higher education in the Volusia-Flagler area. Located in Daytona Beach are Bethune-Cookman College, a predominantly black four-year institution, Embry-Riddle Aeronautical Institute (University of the Air), Florida Technological University Resident Center for Continuing Education in Daytona Beach (centered at the Junior College), and University of Florida GENESYS, a Graduate Engineering Education System branch in Daytona Beach. In DeLand, 21 miles from Daytona Beach, in Volusia County, is Stetson University.

#### Concluding Remarks

This chapter has defined an institution in general terms and described more specifically one member within the spectrum.

Daytona Beach Junior College characterizes the comprehensive two-year college. Effective July 1, 1971, its name

will be changed to Daytona Beach Community College. Perhaps that is more descriptive of the sort of institution it strives to be--one that serves the educational needs of many diverse segments of the community in which it is located.

Many junior public colleges, even in Florida, do not endeavor to cover the latitude and magnitude of DBJC's program offerings. The reasons for this will vary. The point here is that while all two-year public junior colleges have some characteristics in common, so that a species is defined, considerable variety is to be found within the classification. And this refers not only to programs and services offered, but to organization, finance, control, and community setting as well. This is important to take into account relative to generalization of findings regarding the impact of federal funds.

The following chapter describes the federal funds which have been received by DBJC, 1963-1969.

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### CHAPTER III

#### FEDERAL FUNDS RECEIVED BY DAYTONA BEACH JUNIOR COLLEGE 1963 - 1969

The purpose of this chapter is to provide a description of the federal funds received by DBJC over the fiscal years covered in the present study. The material is organized in terms of the federal legislation which served as the basis for disbursement of funds to the college, and some attention is given to that legislation itself, as well.

The relative amount of attention given below to the varied legislation under which DBJC has received federal disbursements is somewhat selective. Only certain sections of the Public Laws involved apply to programs under which DBJC secured federal funds. It seemed inappropriate, therefore, to devote large space to all parts of the legislation. Only a part of some legislation deals with education; for example, the Omnibus Crime Control and Safe Streets Act of 1968. With other legislation, the prime focus is education (National Defense Education Act, etc.) but only certain parts are applicable to the junior college in general, and,

more specifically, to present considerations relative to funds received by DBJC. Further, some Acts, such as the National Defense Education Act, have undergone many amendments and modifications since first being enacted. To portray these changes across the years would be an involved task. In some cases, such as the 1968 Amendments to the Vocational Education Act of 1963, and the subsequent legislation which amended certain portions of the Economic Opportunity Act of 1964, this task did seem appropriate for present purposes. In other cases, such as the National Defense Education Act of 1958, the task was not undertaken.

One of the main reasons for the choice of 1963 as a lower time limit for the years covered in this study was that that year marked the passage of legislation which, for the first time, specifically gave attention to junior colleges. Nonetheless, DBJC has received funds under legislation passed prior to 1963. In the process of selection, it was determined by the present writer to give rather detailed attention to certain more recent pieces of legislation which appeared to be of particular significance to the junior college; with somewhat less detailing offered relative to earlier, and to other Laws. Thus, while some explanation is offered on all legislation under which DBJC has received federal funds, the relative amount of explana-

tion is selective, and arbitrary, but intended as appropriate to the total scheme of this study.

The fiscal year placement of the federal funds received by DBJC is subject to some interpretation. The federal funding process involves a time dimension covering application, approval by agencies involved, actual funding, expenditure of funds, and reporting. Also involved are changes in sums and purposes within given grants and grant periods. An effort has been made to portray the actual sums involved, and to fit them into appropriate time frames. As explained in Chapter II, the financial administration of the college changed through the time span represented here, as did accounting and reporting formats. As a result of these changes some difficulties were imposed with regard to the completeness, comparability, and availability of records. Despite these limitations, what is offered is as complete a representation of the historical record as could be assembled by the present writer.

As mentioned above, the organization of this chapter is in accordance with pertinent federal legislation. Consideration is given to (1) Higher Education Facilities Act of 1963, (2) Vocational Education Act of 1963 and Amendments of 1968, (3) Economic Opportunity Act of 1964, (4) Higher Education Act of 1965, (5) Adult Education Act of



1966, (6) National Defense Education Act of 1958, (7) George-Barden Act of 1946, (8) Manpower Development and Training Act of 1962, (9) Omnibus Crime Control and Safe Streets Act of 1968, (10) Public Health Service Act, (11) Civil Defense Act of 1950, and (12) Veterans Administration Programs. A recapitulation of the funds received by DBJC by federal programs is included as a summarizing device for the content of the chapter.

#### Higher Education Facilities Act of 1963 (P.L. 88-204)

##### Purpose

The purpose of this Act is written as follows:

AN ACT To authorize assistance to public and other nonprofit institutions of higher education in financing the construction, rehabilitation, or improvement of needed academic and related facilities in undergraduate and graduate institutions.<sup>1</sup>

##### Findings and Declaration of Policy

According to Section 2:

The Congress hereby finds that the security and welfare of the United States require that this and future generations of American youth be assured ample opportunity for the fullest development of their intellectual capacities, and that this opportunity will be jeopardized unless the Nation's colleges and universities are encouraged and assisted in their efforts to accommodate rapidly growing numbers of youth who aspire to a higher education. The Congress further finds and declares that these needs are so great and these steps so urgent that it is incumbent upon the Nation to take positive and immediate action to meet these needs through assistance to institutions of higher education, including graduate and undergraduate institutions, junior and community colleges, and

technical institutes, in providing certain academic facilities.<sup>2</sup>

The specific mention of junior colleges should be noted. According to Edmund J. Gleazer, Jr., "the first major federal attention given to two-year colleges was in 1963 with the passage of the Higher Education Facilities Act."<sup>3</sup>

### Description

The Act has four Titles. Title I deals with "Grants for Construction of Undergraduate Academic Facilities," Title II is concerned with construction grants for "Graduate Academic Facilities," Title III encompasses "Loans for Construction of Academic Facilities," and Title IV covers "General Provisions."

It is Title I which is of particular interest for present purposes. The original act and subsequent amendments allotted to the states a certain percentage of the appropriated funds to be used specifically for public community colleges and public technical institutes. Up to the end of fiscal year 1967 this was 22 per cent; for fiscal year 1968, it was 23 per cent; and for fiscal years after 1968, it was 24 per cent.

Section 103 of Title I covers the criteria for disbursement of funds among the states. The basis is funda-

mentally the number of high school graduates and the per capita income of a state.

Section 105 under Title I outlines the requirements with regard to establishment of state agencies (a State Commission) to administer P.L. 88-204 and to develop a state plan for participation in the grant program. The state plan includes establishment of relative priorities of eligible projects and determination of the federal share of such projects. Section 107 states that the federal share cannot exceed 50 per cent of the cost.

Section 106 under Title I outlines eligibility standards which essentially are based on an urgent need to provide for substantial expansion of enrollment capacity, or capacity to provide health care to students, or to carry out extension and continuing education programs.

#### Florida State Plan for Title I

In accordance with the provision of P.L. 88-204, a State Commission for Title I of the Higher Education Facilities Act of 1963 was established in Florida, and a State Plan developed. Among the assigned tasks of the Commission is the determination of relative priorities for projects which may be eligible under Title I. The State Plan explains the method for establishing these priorities for public community colleges. A point basis is used, with

varying numbers of points awarded in each case in accordance with such magnitudes as expected increases in enrollment, expected net increases in instructional and library space as a result of a given project, past grants, number of periods classrooms are used per week, applicant's ability to provide the non-federal share of the total project cost, capacity/enrollment ratios, and others.<sup>4</sup>

The applicant institution submits its proposal to the Director of Federal Higher Education Programs in the State Department of Education. The proposal is considered by the State Title I Advisory Committee and if approved is considered by the State Commission. If State Commission approval is given, the application is sent to the U. S. Office of Education for final approval.

#### Funds Received by DBJC Under this Act

DBJC received funds under this Act only in fiscal year 1969. The total amount received was \$701,199 with \$295,000 toward the Guidance Center building, \$295,000 toward the Applied Science building, \$67,000 allocated to a Central Air-conditioning Plant, and \$44,199 for renovation of the heating plant.

#### Vocational Education Act of 1963 (P.L. 88-210) and Vocational Education Amendments of 1968

Public Law 88-210 is:

AN ACT To strengthen and improve the quality of vocational education opportunities in the Nation, to extend for three years the National Defense Education Act of 1958 and Public Laws 815 and 874, Eighty-first Congress (federally affected areas), and for other purposes.<sup>5</sup>

The Act is divided into three parts, with Part B concerned with extension of the 1958 Act and Part C dealing with federally affected areas. The coverage of the latter two parts is not considered here as strategic to the present study. Therefore, attention will focus on Part A, "Vocational Education." Part A begins with a declaration of purpose which is as follows:

It is the purpose of this part to authorize Federal grants to States to assist them to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education, and to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-time basis, so that persons of all ages in all communities of the State--those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, and those with special educational handicaps--will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.<sup>6</sup>

#### Description of Part A--Vocational Education

Section 3 details the criteria for allotment of appropriated sums among the states. The criteria revolve around the number of persons requiring vocational education and the per capita income in the respective states.

Section 4 outlines the uses of federal funds. In brief, the funds may be put to the purpose of vocational education for such groups as persons attending high school, persons already in the labor market needing training, and persons with educational handicaps. Additionally, funds may be used for construction of area vocational education school facilities, and for ancillary services which enhance the quality of vocational education programs.

Section 5 states that to receive federal allotments a state must submit a state plan which includes policies and procedures related to disbursement of funds among the uses outlined above. It also must include designation of a state board to administer the plan and the creation of a state advisory council. The plan must provide minimum qualifications for all those educators and others who have responsibilities under the plan. Cooperative arrangements involving public employment agencies ~~are~~ to be provided for. And procedures for accounting and reporting are to be set forth.

Section 6, which covers payments to states, rules that the state must expend for vocational education in fiscal year 1964 an amount of state or local funds at least equal to ~~those~~ expended in the prior fiscal year. Further, the allotments for fiscal year 1965 and succeeding years are to cover one-half of a state's expenditures under its plan for vocational education.

Section 7 concerns labor standards, and Section 8 contains a set of definitions of terms strategic to the law. Section 9 established an Advisory Committee on Vocational Education in the Office of Education. Note here might be taken of one of the definitions. The term "area vocational education school" is defined to include several possibilities, one of which is described as:

. . . the department or division of a junior college or community college or university which provides vocational education in no less than five different occupational fields, under the supervision of the State Board, leading to immediate employment but not leading to a baccalaureate degree. . . .<sup>7</sup>

Section 10 consists of amendments to George-Barden and Smith-Hughes Vocational Education Acts. The essence of these amendments seems to be that funds allotted to a state under those Acts may be transferred to, and used for, vocational education purposes in accordance with certain provisions. Section 11 extends Practical Nurse Training and Area Vocational Education Programs under the Vocational Education Act of 1946. Section 12 provides for periodic review of vocational education programs and laws.

Work-study programs for vocational students are outlined in Section 13. A state plan is a requirement for eligibility to participate in these programs. The program is to be administered locally and funds are provided for

part-time employment of those who could otherwise not continue their vocational education program.

The remaining sections of Part A cover residential vocational education schools, authorizations, and a statement concerning federal control. The latter section is as follows:

Sec. 16. Nothing contained in this part shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.<sup>8</sup>

#### Amendments of 1968

Public Law 88-210, outlined above, was amended (P.L. 90-576, Oct. 16, 1968) under the title "Vocational Education Amendments of 1968." The U. S. Department of Health, Education, and Welfare issued a booklet under that title in 1969 which provides a resume of the amendments. It is pointed out that the "local-State-Federal partnership in vocational education" has existed since the Smith-Hughes Act of 1917.<sup>9</sup> The 1963 Act brought changes in this partnership:

Most significantly, it shifted program emphasis from limited occupational categories to major groups of people in need of training--new entrants to the job market, jobholders ready for upgrading, those in need of retraining, and persons with particular problems who find it especially difficult to get ahead in the changing world of work.<sup>10</sup>

The booklet continues:



The Vocational Education Amendments of 1968 continue this emphasis on people instead of occupations. Major new requirements added by this law are annual and long-range planning and procedures for participation in the planning, review, and evaluation of vocational and technical education.<sup>11</sup>

Under amendments, a National Advisory Council on Vocational Education was created and each state was required to establish a similar council. The state plan which was a requirement under the 1963 Act for participation in the program funds, became an annual requirement under the 1968 amendments. Further, the plan is to include an initial plan covering administrative policies, an annual program plan, and a five-year plan which projects the state's need for vocational education, its objectives, and plans for achievement of the objectives.

The HEW booklet divides further explanation of the legislation into three parts: (1) Permanent Programs, (2) Program Development, and (3) Research and Training.

#### Permanent Programs

The annual permanent program appropriation is to be divided into two parts, with nine-tenths allotted to permanent programs of vocational education, and one-tenth to permanent programs of research and training. The eligible programs for use of the funds are outlined and include the proviso that at least 15 per cent of a state's allotment

must go toward post-secondary programs. Consideration is also given to local agencies who may have difficulty in providing matching funds:

No local education agency making a reasonable fiscal effort may be denied funds under this law solely because it is unable to pay the non-Federal cost of new programs. Local education agencies are assured opportunities to challenge State decisions with respect to their application for funds, including review by Federal courts.<sup>12</sup>

Sums are authorized for consumer and homemaking education and cooperative vocational education programs. Under the latter, students "alternately attend school and work in positions related to their vocational studies."<sup>13</sup>

#### Program Development

The amendments authorize for a limited time certain programs "intended to stimulate innovative or developmental efforts in vocational education."<sup>14</sup> Work-Study programs fall into this category. Also included are "Exemplary Programs and Projects." Among the uses of exemplary program funds:

These funds may be used for model or demonstration programs which help disadvantaged youth, familiarize students with career opportunities, provide occupational counseling in the last years of high school or during initial job placement, broaden or improve curriculums, and recruit vocational teachers.<sup>15</sup>

New programs for residential vocational education are also provided for under the Act.

### Research and Training

Under this category, funds are made available for research dealing with the various areas with which the total Act is concerned; for development of curriculum; and for personnel training.

### Florida State Plan

The State Plan with respect to the Amendments of 1968 became effective July 1, 1969. In the Foreword to the Plan, Florida's Commissioner of Education, Floyd T. Christian, explains:

The State Plan for vocational education is a contract between the State of Florida and the U. S. Office of Education. Part I describes the continuing administrative provisions governing the operation of vocational education programs, services, and activities at all instructional levels as offered by all public educational institutions and agencies.

Part II is a projection of long-range objectives of service to the people of this State in terms of the kinds of needs to be met and the program structure for meeting them. Part III contains the goals to be met each fiscal year and describes in some detail the specific approaches to be used in maintaining, strengthening, and extending the vocational education program of the State in all its phases and aspects. Parts II and III of the Plan are revised annually to reflect changes in district and statewide needs and the resources for meeting these needs.<sup>16</sup>

The first two main sections of Part I of the State Plan deal with general provisions, and fiscal control and accounting procedures. The remaining sections are organized around the various parts of Title I "Vocational Education" of the

Vocational Education Amendments of 1968. These administrative provisions cover the state vocational education program, vocational education programs for the disadvantaged, research and personnel training in vocational education, exemplary programs, residential vocational education schools, consumer and homemaking education, cooperative programs, and work-study programs for students in vocational education. It would be a large and unnecessary task here to summarize the provisions in this 113-page document. However, the general process by which the junior college participates in available funding might be briefly considered.

The Amendments require local educational agencies to develop comprehensive plans for program development. Accordingly, DBJC submits to the Division of Vocational, Technical and Adult Education, a "Junior College Vocational, Technical and Adult Education Program Planning Guide" each fiscal year. This is produced in the spring and is essentially a "laundry list" of the college's federal funding requests covering vocational and adult programs. In the fall, and based on a state priority rating scale, the junior college is "invited" to submit program proposal and grant requests selected from the "laundry list" submitted earlier in the year. This process may continue throughout the given fiscal year.

As explained earlier, Parts II and III of the State Plan deal respectively with "Long Range Program Provisions," and "Annual Program Plan Provisions." The Annual Plan follows roughly the same organizational pattern as Part I. Part II provides analyses of manpower needs and job opportunities in the state, availability of vocational education, characteristics of the state's population relating to vocational education needs, and the state's vocational education programs. It lists needs and objectives for vocational education.

#### Funds Received by DBJC Under the Provisions of this Act

Because of the number of programs and amounts involved, the funds received by DBJC under this Act are listed in table form. See Table 7.

#### Economic Opportunity Act of 1964 (P.L. 88-452)

##### Purpose

Public Law 88-452 is "AN ACT To mobilize the human and financial resources of the Nation to combat poverty in the United States."<sup>17</sup>

##### Findings and Declaration of Purpose

Section 2 states as follows:

Although the economic well-being and prosperity of the United States have progressed to a level surpassing any achieved in world history, and although these benefits are widely shared throughout the Nation, poverty

TABLE 7

FEDERAL FUNDS RECEIVED BY DBJC  
 UNDER VOCATIONAL EDUCATION ACT OF 1963  
 (AMENDED 1968)  
 FY 1963 - 1969

Fiscal Year	Purpose and Program	Federal Funds Received
<u>1964-65</u>		
<u>Equipment For:</u>		
	Surgical Technician	\$ 464
	Business Education	5,863
	Practical Nursing	<u>445</u>
	Total - 1964-65	\$ 6,772
<u>1965-66</u>		
<u>Equipment For:</u>		
	Air-conditioning	\$ 6,718
	Business Education	9,200
	Electronics	11,347
	Printing	12,258
	Mechanical, Electrical Technician	17,791
<u>Short Course:</u>		
	Electronics	525
<u>Travel to Conf. and Visitation:</u>		
	H. Massey	500
	Practical Nursing	225
	Business Education	400
	Technical Education	152
	Apprenticeship	<u>628</u>
	Total - 1965-66	\$ 59,744

TABLE 7 continued

Fiscal Year	Purpose and Program	Federal Funds Received
<u>1966-67</u>		
	<u>Equipment For:</u>	
	Air-conditioning	\$ 3,875
	Auto. Mechanic	3,470
	Business Education	4,730
	Cosmetology	4,503
	Distributive Education	2,020
	Drafting	7,073
	Gas. Engine Mechanic	830
	Millworking	808
	Photography	6,467
	Printing	11,760
	Watch Repair	1,072
	Practical Nursing	682
	Key Punch Operator	30,875
	Welding	2,867
	Civil Technician	20,458
	Mechanical Technician	16,930
	Electronics	6,746
	Building & Contracting Technology	4,164
	Business Education	1,190
	Accounting, Midmanagement, Secretarial Science	<u>14,990</u>
	Total - 1966-67	\$145,510

1967-68

	<u>Equipment For:</u>	
	Electronics	\$ 6,000
	Surgical Technician	1,000
	Distributive Education	975
	Mechanical Technology	20,840
	Watch Repair	1,200
	Drafting	2,500
	Technical Illustration	4,684

TABLE 7 continued

Fiscal Year	Purpose and Program	Federal Funds Received
<hr/>		
	<u>Construction:</u>	
	Industrial Education Building	<u>296,480</u>
	Total - 1967-68	\$333,679
<u>1968-69</u>		
	<u>Equipment For:</u>	
	Registered Nursing	\$ 1,499
	Practical Nursing	575
	Mechanical Technology	5,968
	Surgical Technician	1,200
	Electronics	6,000
	<u>Travel to Conf.:</u>	
	Vocational-Technical	2,016
	<u>Workshop:</u>	
	Vocational Division Seminar	1,352
	<u>Construction:</u>	
	Automotive Building	<u>175,000</u>
	Total - 1968-69	\$193,610
<hr/>		



continues to be the lot of a substantial number of our people. The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the working of our society. It is, therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity. It is the purpose of this Act to strengthen, supplement, and coordinate efforts in furtherance of that policy.<sup>18</sup>

### Description

Title I of this Act concerns youth programs. It is divided into four main parts: Part A--Job Corps, Part B--Work-Training Programs, Part C--Work-Study Programs, and Part D--Authorization of Appropriations. For present purposes, it is Part C that is of interest. According to Section 121:

The purpose of this part is to stimulate and promote the part-time employment of students in institutions of higher education who are from low-income families and are in need of the earnings from such employment to pursue courses of study at such institutions.<sup>19</sup>

Appropriated sums are allotted among the states in accordance with criteria including enrollment in higher education, high school graduates and number of children living in families with annual incomes of less than \$3,000. The Director of the Office of Economic Opportunity is authorized to enter into agreements with institutions of higher education regarding grants for work-study program purposes.

The basic idea of the program is to provide part-time employment of qualified students either within or outside of the institution itself but in accordance with certain restrictive provisions. The federal share of the compensation paid to such work-study students was not to exceed 90 per cent through fiscal year 1966.

The work-study program was amended and extended in the Higher Education Act of 1965 and additional material on the program is included in the section of this paper which covers the latter Act.

Title II of P.L. 88-452 deals with "Urban and Rural Community Action Programs." Part B of Title II applies to the present study. Part B covers adult basic education programs. Part B of Title II, which covers adult basic education programs, applies to the present study. Part A outlines community action programs and Part C has to do with provisions for needy children. Part D authorizes appropriations.

The purpose of Part B, Title II is described in Section 212 as follows:

It is the purpose of this part to initiate programs of instruction for individuals who have attained age eighteen and whose inability to read and write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, so as to help eliminate such inability and raise the level of

education of such individuals with a view to making them less likely to become dependent on others, improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and making them better able to meet their adult responsibilities.<sup>20</sup>

Grants, in this case, are made to states which have approved state plans. The grants are for the purpose of supporting pilot projects or on-going programs which are geared to raising the basic educational skills of adults. The state plan provides for administration of the funds to agencies within the state. The federal share of the state's disbursements under this program was to be 90 per cent through fiscal year 1966, and 50 per cent for succeeding fiscal years.

As with the work-study grant program outlined above, subsequent legislation, in this case the Adult Education Act of 1966, amended the Economic Opportunity Act in regard to adult basic education.

The remaining titles of this Act are not applicable for purposes of the present study.

#### Funds Received by DBJC Under this Act

In fiscal year 1966, DBJC received \$6,750 under the work-study provisions of P.L. 88-452, and \$93,125 to cover salaries, travel, equipment, and materials related to the adult basic education program.

Higher Education Act of 1965 (P.L. 89-329)Purpose

Public Law 89-329, passed November 8, 1965, is:

AN ACT To strengthen the educational resources of our colleges and universities and to provide financial assistance for students in postsecondary and higher education.<sup>21</sup>

Description

There are eight Titles in this Act. They are: Title I--Community Service and Continuing Education Programs, Title II--College Library Assistance and Library Training and Research, Title III--Strengthening Developing Institutions, Title IV--Student Assistance, Title V--Teacher Programs, Title VI--Financial Assistance for the Improvement of Undergraduate Instruction, Title VII--Amendments to Higher Education Facilities Act of 1963, and Title VIII--General Provisions.

The Titles which are of direct relevance in terms of funds which have been received by DBJC are I, II, IV, and VI. These are briefly described below.

Title I--Community Service and Continuing Education Programs

A community service program which encompasses continuing education offerings refers to a "program, activity, or service" which assists "in the solution of community problems in rural, urban, or suburban areas."<sup>22</sup> The emphasis

is on the latter two areas and is qualified to the extent that the offering is not otherwise available, and fits into the overall program of the offering institution.

A state desiring to receive funds under this Title must devise a State Plan which provides for administrative policies, procedures, and controls relating to disbursement of funds for the purpose of providing "new, expanded, or improved community service programs."<sup>23</sup>

Under this Title, provision is also made for creation of a National Advisory Council on Extension and Continuing Education.

#### Title II--College Library Assistance and Library Training and Research

The important part of this Title for present purposes is Part A which deals with college library resources.

Under this Part, basic grants not to exceed \$5,000 annually are authorized. These are for the purpose of assisting in the "acquisition for library purposes of books, periodicals, documents, magnetic tapes, phonograph records, audiovisual materials, and other related library materials (including necessary binding)."<sup>24</sup> In addition, supplemental and special purpose grants are authorized under certain stipulations which essentially have to do with special needs or with impediments to proper development of library resources.

One requirement for a basic grant is that the applicant expend an amount for library purposes not less than the average amount expended in the two-year period ending June 30, 1965, and the amount must be at least equal to the amount of the grant. Another is that state agencies be kept informed of the college's participation in such grants.

#### Title IV--Student Assistance

Two parts of this Title are pertinent for present consideration. Part A covers Educational Opportunity Grants. At the present time, these grants are available through DBJC although in the time span covered in the study, they were not available. Because the groundwork for participation was laid during fiscal year 1969 at least brief mention of the nature of the grants seems in order. A particularly interesting explanation and commentary on these grants is to be found in the College Scholarship Manual for Financial Aid Officers. In it, the program is described as follows:

The program is both exciting and innovative: exciting because institutions have at their disposal funds for grants to students on the basis of financial need rather than scholastic performance; innovative because for the first time the federal government has undertaken a grant program, not to expand training in fields such as medicine or critical areas of graduate study, nor as a benefit to veterans, but to assist all young people deprived of economic and educational advantages. It is a potentially effective program because it recognizes the institutions' wish to try to deal with the allied problems of education and poverty, and because it places directly on them the responsi-

bility to channel the available funds to students from poor families.

The Educational Opportunity Grants Program is essentially the keystone of the federal aids for college students, as it requires for each grant an equal amount of financial aid from other sources, thus doubling its impact for a student who has exceptional financial need.<sup>25</sup>

These grants now range from \$200 to \$1,000 per year.

The other part of Title IV of present interest is Part C which amends and extends the College Work-Study Program, originally a part of the Economic Opportunity Act of 1964. The College Scholarship Service Manual explains that under the newer Act, administration of the program is shifted to the Office of Education from the Office Economic Opportunity and coverage expanded to include all eligible students who need part-time employment earnings to continue study. "While these changes did not materially affect the major provisions of the program, they did make it more like a student aid program and less like a poverty program."<sup>26</sup>

Title VI--Financial Assistance for the  
Improvement of Undergraduate Instruction

According to Section 601, "the purpose of this part is to improve the quality of classroom instruction in selected subject areas in institutions of higher education."<sup>27</sup> Funds are allotted to states, and to participate, states must submit a State Plan and establish a state agency to ad-

minister Title VI funds. The plan includes priorities and procedures in the disbursement of funds for laboratory and other special equipment to be used in a variety of teaching areas. The federal share is not to exceed 50 per cent in most cases.

#### The Florida State Plan for Title I

The Florida Board of Regents issued a Progress Report for Title I, Higher Education Act of 1965, Florida, 1966-68.

The following statement is from the introduction to this report:

Through federal and non-federal support, Title I puts the academic skills, knowledge and resources of higher education to work for the local community. Through this utilization of resources, Title I has emerged as a Federal-State program which has united colleges and universities together with local communities in one of the most practical and productive educational experiences in the United States today.<sup>28</sup>

The State Board of Education was given responsibility for supervision and administration of the Florida State Plan under Title I. In turn, the State Board of Regents was given administrative responsibility. Through the efforts of the State Advisory Committee for Title I, a plan was developed which "set forth the community services in continuing education to be carried on" in Florida's institutions of higher education, and "identified the major educational problems to which the institutions were requested to address themselves" under Title I implementation.<sup>29</sup>



Five major community problem areas were delineated under the plan with more detailed lists of types of programs under each problem area. Rather than detail the complete list, the major areas are identified here with one example of each: (1) Human Relations and Minority Groups--education for migrant agricultural workers, (2) Urban-Rural Public Administration--public administration, (3) Education for Economic Development and Full Time Employment--cooperative education, dropouts, (4) Human Resource Development--adult literacy programs, (5) Education and Community Welfare--marriage and family life.<sup>30</sup>

Proposals are submitted by institutions for consideration by the Florida Board of Regents Office for Continuing Education and the State Advisory Committee. The proposals are reviewed, discussed, and selections for implementation are then made.

In the conclusions to the above-mentioned Progress Report, it was noted that several programs begun with Title I funds have been continued and financed by the individual institutions. "This is in keeping with the Title I philosophy that these funds are to be used as 'seed money.'"<sup>31</sup> It is also noted that through fiscal year 1968, the number of institutions submitting proposals and being funded had increased.

The Florida State Plan for Title VI

The State Board of Education has been designated as the State Commission and the Director of the Federal Higher Education Programs Section has been designated to administer Title VI-A, P.L. 89-329. The Programs Section also administers Title I of the Higher Education Facilities Act and its function and activities with regard to VI-A are the same. In the State Commission's Fifth Annual Report 1968-69 it was explained:

In organizing the administration of this program, the Advisory Committee was briefed on its functions, the State Plan was written, and procedures similar to those of Title I were established to receive and process project applications.<sup>32</sup>

The above-mentioned procedures were outlined in the present paper in the section covering the Higher Education Facilities Act of 1963.

Funds Received by DBJC Under this Act

In fiscal year 1967, DBJC received \$5,000 under Title II for library books; \$19,268 under Title IV work-study funds; and a total of \$16,976 in grants for equipment and materials for art, music, and other departments under Title VI. In fiscal year 1968, \$5,000 was received under Title II for library books, and \$33,354 was received under Title IV for work-study. In fiscal 1969, \$5,000 was again received under Title II for library books, and work-study funds in

the amount of \$36,613 under Title IV were also received. In addition, \$6,981 under Title I for a program for the educational enrichment of senior citizens of Volusia County was received, and under Title VI a total of \$27,256 was granted for laboratory and other equipment and materials for classroom instruction in biology, engineering, English, and other teaching areas.

Adult Education Act of 1966 (P.L. 89-750)

The provisions for basic (elementary level) education for adults under Title IIB of the Economic Opportunity Act of 1964 were amended, and administration was transferred to the U. S. Office of Education, under the Adult Education Act of 1966. It is Title III of the latter Act under which DBJC has received funds. The rationale for adult basic education remains essentially as expressed above in the section dealing with the Economic Opportunity Act.

The federal funds in this case are administered through the state, and for the state to participate, a State Plan is required. Accordingly, a new Florida State Plan for Adult Basic Education became effective July 1, 1967. In his Foreword to the Plan, State Superintendent Floyd Christian stated:

Essentially, the Plan is a guide for local public educational agencies to follow in establishing programs and projects in adult basic education, grades one

through eight, that will be supported on a matching basis with Federal funds. It incorporates both the Federal and State provisions governing the total State operation, citing laws, describing required standards, outlining procedures, and identifying the responsibilities of various agencies, groups, and individuals.<sup>33</sup>

No effort will be made here to detail the many sections of the plan as described above. The Division of Vocational, Technical and Adult Education in the Florida State Department of Education administers this program under which DBJC received federal grants of \$27,000 in fiscal year 1967 to cover payroll and materials for adult basic education classes. For the same purposes, \$32,199 was received in fiscal year 1968, and \$54,500 in fiscal year 1969.

National Defense Education Act of 1958 (P.L. 85-864)

A Committee Print by the Committee on Education and Labor of the 87th Congress entitled Federal Aid for Education provided the following relative to the purpose and description of the NDEA of 1958:

H. R. 13247 (as passed): To strengthen the national defense and to encourage and assist in the expansion and improvement of educational programs to meet critical national needs; and for other purposes. (Includes provisions for: Loans to college students; financial aid for science, mathematics, and modern foreign language instruction; fellowships; guidance, counseling, and testing; language development; educational media; area vocational education; Science Information Service; and miscellaneous other provisions, including improvement of statistical services of State educational agencies.)<sup>34</sup>

Of the many areas covered by this Act, attention here will be limited to those Titles under which DBJC received funds. Specifically these are Title II dealing with student loans, and Title III which aims at strengthening instruction in critical subjects.

## Title II

National Defense Student Loans are administered by the Division of Student Financial Aid, Bureau of High Education, U. S. Office of Education. Students who desire loans through this program apply to the institution they wish to attend. These institutions approve, make, and collect the loans made. A brochure on student financial aid published by DBJC describes the NDSL in the following manner:

This is available to full time students in good standing with financial need. Repayment and interest begin nine months after graduation or termination. The interest rate is 3% and the student may take up to ten years to repay. Each year of full time teaching service will serve to cancel 10% of the loan principal and interest up to a maximum of 50% of the total loan. Additional cancellation privileges are provided to teachers of handicapped and disadvantaged students.<sup>35</sup>

An annual application to participate is submitted by DBJC. This is accomplished in the fall for the following fiscal year. The amount received depends upon new federal capital contributions, institutional contributions (the federal contribution is 90 per cent), and re-collections. DBJC, in effect, holds the dollars in trust--a revolving trust fund.

Federal funds received by DBJC under Title II are summarized in Table 8:

TABLE 8  
FEDERAL FUNDS RECEIVED BY DBJC UNDER  
TITLE II NATIONAL DEFENSE EDUCATION  
ACT FISCAL YEARS 1963-69

Fiscal Year	Federal Funds Received by DBJC
1963	\$ 2,250
1964	\$ 2,250
1965	\$ 3,474
1966	\$11,538
1967	\$10,440
1968	\$13,874
1969	\$14,114

### Title III

In a U. S. Department of Health, Education, and Welfare book titled NDEA Title III Guidelines, Title III is explained as follows:

Title III of the Act authorized matching grants of Federal funds to the States and loans to nonprofit private schools to help equip and remodel laboratories and classrooms, and other grants to assist the States in expanding and improving their supervisory and related services in science, mathematics, and modern foreign languages. In 1964, five additional subjects--history, civics, geography, English, and reading--were

included in Title III by Public Law 88-665, National Defense Education Act Amendments, 1964.<sup>36</sup>

In 1965, arts, humanities, and economics were added to the list of applicable subject areas. A State Plan is required. Public junior colleges can be included for participation, under certain definitions, in the program.

Local records regarding Title III disbursements to DBJC required some interpretation. The County school system, of which DBJC was a part, and the State Department of Education were not able to supply helpful supplementary information in this regard. As understood by the present writer, NDEA Title III funds were received by the college in fiscal years 1967 and 1968. The funds were for improvement of instruction in various academic years, and for library materials and microfilms. In fiscal year 1967, the sum was \$20,538, and in 1968, \$15,463 was received.

George-Barden Act of 1946 (P.L. 79-586)

The following material could reasonably have been included in the discussion of the National Defense Education Act, since Title VIII of that Act amended the George-Barden Act. In turn, an explanation of the George-Barden Act would be incomplete without reference to the earlier Smith-Hughes Act of 1917.

The Smith-Hughes Act was designed to "stimulate state

and local activity in what was regarded as neglected area of education."<sup>37</sup> High schools were oriented toward preparation for college, and hence, little was offered to those students whose plans were for immediately post-high school employment. Apparently labor shortages also existed at the time which was an additional factor in the passage of the Act. The Act provided "continuing appropriations in support of salaries of teachers of agriculture, home economics, trade and industry, and distributive occupations."<sup>38</sup> Six million dollars was allocated.

The George-Barden Act authorized additional sums for purposes specified in the Smith-Hughes Act. More specifically, the purpose of the newer Act was:

To authorize to be appropriated for fiscal year 1947 and annually thereafter \$10 million for vocational education in agriculture, \$8 million for vocational education in trades and industry, and \$2.5 million for vocational education in distributive occupations to be distributed to the States on the basis of the relation of the State demanding population to the national demanding population (rural population for agriculture and home economics, non-farm population for trades and industry, and total population for distributive occupations), essentially subject to the same conditions and limitations as the Smith-Hughes Vocational Education Act.<sup>39</sup>

Benson describes the amendments to the George-Barden Act under the NDEA as follows:

Next, under Title VIII of the National Defense Education Act of 1958, a further \$15 million is authorized, specifically to be used for area vocational



schools in the training of highly skilled technicians. The money is allocated to the states on the basis of population also. Dollar-for-dollar matching is required by state or local government, except that, where such governments already overmatch Smith-Hughes or George-Barden grants, the excess dollars can be used as the state/local share of the area vocational program.<sup>40</sup>

The funds received by DBJC under this Act were received in fiscal years 1964 and 1965. In fiscal year 1964 the sum was \$31,318 for reimbursement of salaries and travel of personnel in electronics, civil, and building construction technology. An equal amount for instructional equipment was to be released by the County Board of Public Instruction. In 1965, \$38,379 was received for a like purpose and with like matching requirements, but this time the funds were allocated to a variety of occupational programs such as auto mechanics, drafting, printing, electronics, and others.

Manpower Development and Training Act  
of 1962 (P.L. 87-415)

This Act has undergone several amendments, the details of which will be omitted here in deference to general description of pertinent elements.

According to the Catalog of Federal Domestic Assistance, the classroom instruction provision in this Act "provides funds to train unemployed and underemployed people to help them enter or reenter the job market or to upgrade their abilities."<sup>41</sup> It is administered by the Office of

Education with funds for classroom training which are channeled for that purpose through the Department of Labor.

State vocational education agencies are to prepare and submit plans for such instruction for the review and joint approval by regional offices of the Department of Labor and the Office of Education.

A U. S. Office of Education booklet suggests that "most MDTA trainees are in the secretarial field (Stenographer, typist, clerk), health services (nurse aide, orderly, licensed practical nurse), and in machine operation, welding, and auto repair."<sup>42</sup> It is also noted in the booklet that the program "provides brief refresher courses for professional workers who would be unemployable unless their skills were brought up-to-date."<sup>43</sup>

Under this Act, federal funds in the amount of \$6,678 were received by DBJC in fiscal year 1968 for the purpose of Professional Nurse Refresher Training. The Florida Nurses Association, in coordination with MDTA coordinators in the Florida State Department of Education, set up this planned program. On the local level, the coordination was between the school and the Florida State Employment Service. Two seven-week sessions were offered, and the funds were used mainly for instructional services, although some funds went toward equipment and uniforms.

Omnibus Crime Control and Safe Streets Act of 1968  
(P.L. 90-351)

Section 406 (a), (b), and (c) of this Act authorized a Law Enforcement Education Program. The Law Enforcement Assistance Administration under the Department of Justice was created as an agency to administer coordinated national efforts against crime and the education program was included. This program "provides financial aid for college studies by police, courts, and corrections employees, and students preparing for careers in those fields."<sup>44</sup> The following is from a Department of Justice brochure describing this education program:

Two types of financial assistance are offered under the LEEP program: Loans of up to \$1,800 per academic year; and grants of up to \$200 per academic quarter of \$300 per semester. The money does not have to be repaid if recipients fulfill service requirements in the criminal justice field. All grants and loans are administered by colleges and universities taking part in the program. In fiscal year 1969, LEAA had a total budget of \$63 million--and that included \$6.5 million for the LEEP program. All of the LEEP funds are used for loans and grants. The LEEP program began in time for the second half of the 1968-69 academic year, and its financial assistance went to 20,602 students at 485 colleges and universities.<sup>45</sup>

LEEP funds were made available to DBJC beginning January, 1969. Between January 1, 1969, and June 30, 1969, a total of \$7,110 in grants was made to a total of 90 students, and a \$150 loan was made to one student.

Public Health Service Act (P.L. 78-410)

This Act serves as the authorizing statute for Training Grants in Mental Health administered through the Division of Manpower and Training Programs, National Institute of Mental Health. The NIMH is a part of the Public Health Service and is under the jurisdiction of the Department of Health, Education, and Welfare.

The specific activity under the NIMH Division of Manpower and Training Programs of concern here is that of Pilot and Special Grants. DBJC received a Training Grant covering fiscal years 1968 through 1970 for a pilot program which was that of an Associate Degree in Mental Health Technology. The following explanation of the program is from the DBJC college catalog:

The purpose of this program is to prepare a mental health technician, through a balance of general education and specialized technology, who will work directly with people who experience problems in living. The overall objective is to provide the opportunities for the student to learn to function therapeutically as a mental health technician. . . .<sup>46</sup>

In fiscal year 1968, DBJC received \$32,950, and in 1969, \$51,191 was granted. This was used to cover teaching costs (salaries, contracted services, administrative support equipment, supplies), and trainee costs (tuition, fees, field trips, stipends).

Federal Civil Defense Act of 1950 (P.L. 81-920)

Title II of this Act provides for Civil Defense Education. The program is administered by the Division of Adult Education Programs, Office of Education, U. S. Department of Health, Education, and Welfare. According to a recent Catalog of HEW Assistance, the nature of the program is as follows:

This program provides for Civil Defense Education through organized educational channels. It seeks to develop among adults an understanding of the basic principles and practices of civil defense, providing them with experience in personal and community survival planning. It provides for the development of civil defense information and instruction, contributes to the support and development of local and State civil defense programs, including training for shelter managers and radiological monitors, and makes civil defense training and materials for curriculum purposes available to schools. The program also provides advice and guidance to local school officials in support of civil defense programs and assists them in those areas in which they have civil defense responsibilities.<sup>47</sup>

The funds are disbursed through state offices and "States currently participating submit a State Plan and Budget Proposal where called for by the Civil Defense Education Branch."<sup>48</sup> In Florida, the program is administered by the Adult and Veteran Education Section of the Division of Vocational Education.

In fiscal year 1969, DBJC received \$290 to cover salary expenses for three Personal Survival and Disaster classes of 12 hours each.

### Veterans' Administration

The impact of veterans' educational benefit programs on higher education is acknowledged. These benefits are paid directly to the individual veteran, but the schools they attend are involved in record and reporting requirements appertaining thereto. Direct reimbursement to the school for these administrative services is the focus of attention here. The indirect influence of "G. I. Bill" disbursements on enrollment should be recognized, but it lies outside the explicit scope of this paper.

An information manual published in August 1967 by The American Association of Collegiate Registrars and Admissions Officers titled Certification of Students Under Veterans Laws offers the following statement:

The laws which apply to educational benefits under the jurisdiction of the Veterans Administration are published in Title 38, United States Code. Chapter 31 provides benefits for veterans with service-connected disabilities. Chapter 34 provides educational assistance for veterans and servicemen who have served on and after February 1, 1966. Chapter 35 provides benefits for sons and daughters of veterans who have died as a result of a service-incurred disability, or who have become permanently and totally disabled as a result of service-incurred injuries.

Chapter 34 was enacted as the "Veterans Readjustment Benefits Act of 1966," effective June 1, 1966. Changes were also made to Chapter 35 at the same time to make the provisions of both Chapters reasonably uniform. In the past year, the procedures and forms for both these programs have been extensively revised to accomplish this purpose.<sup>49</sup>

Public Law 90-77 signed into law in September, 1967, expanded the veterans' training program and included provision for an annual reporting fee of \$3.00 for each veteran and Veterans' Administration beneficiary for training under Chapters 34 and 35, Title 38, United States Code. This fee is paid by the Veterans Administration to the individual school and is based on a listing of veterans' enrollment as of October 31 in a given year. This became effective in October, 1967. While the payment is officially for the calendar year indicated in the October listing, it falls into the next fiscal year. Hence, for comparability with other figures in this study, the official 1967 payment of \$501 to DBJC from the Veterans' Administration is listed in 1968 totals, and the official 1968 payment of \$567 is in the figures for fiscal year 1969.

#### Summary

The purpose of this chapter has been to provide a description of the federal funds received by DBJC over the fiscal years covered in the study. The organization was in terms of the supporting legislation. Table 9, "Federal Funds Received by DBJC Listed According to Supporting Legislation, Fiscal Years 1963-1969," summarizes this material.

TABLE 9\*

FEDERAL FUNDS RECEIVED BY DBJC  
LISTED ACCORDING TO SUPPORTING LEGISLATION  
FISCAL YEARS 1963-1969

Year	(1) HEFA	(2) VEA	(3) EOA	(4) HEA	(5) AEA	(6) NDEA
1962-63	\$	\$	\$	\$	\$	\$ 2,250
1963-64						2,250
1964-65		6,772				3,474
1965-66		59,744	99,875			11,538
1966-67		145,510		41,244	27,000	30,978
1967-68		333,679		38,354	32,199	29,337
1968-69	<u>701,199</u>	<u>193,610</u>		<u>75,850</u>	<u>54,500</u>	<u>14,114</u>
TOTALS	\$701,199	\$739,315	\$99,875	\$155,448	\$113,699	\$93,941

\*Explanation of the abbreviations for the federal legislation is as follows:

- (1) HEFA - Higher Education Facilities Act of 1963
- (2) VEA - Vocational Education Act of 1963 and Amendments 1968
- (3) EOA - Economic Opportunity Act of 1964
- (4) HEA - Higher Education Act of 1965
- (5) AEA - Adult Education Act of 1966
- (6) NDEA - National Defense Education Act of 1958



TABLE 9 extended

(7) G-BA	(8) MDTA	(9) LEEP	(10) PHSA	(11) CD	(12) VA	(13) TOTALS
\$	\$	\$	\$	\$	\$	\$
						2,250
31,318						33,568
38,379						48,625
						171,157
						244,732
	6,678		32,950		501	473,698
		7,260	51,191	290	567	1,098,581
\$69,697	\$6,678	\$7,260	\$84,141	\$ 290	\$1,068	\$2,072,611

- ( 7 ) G-BA - George-Barden Act of 1946  
 ( 8 ) MDTA - Manpower Development and Training Act of 1962  
 ( 9 ) LEEP - Omnibus Crime Control and Safe Streets Act of 1968 (Law Enforcement Education Program)  
 (10) PHSA - Public Health Service Act  
 (11) CD - Civil Defense Act of 1950  
 (12) VA - Veterans Administration Programs

## NOTES

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## CHAPTER IV

### CONSIDERATIONS REGARDING THE FEDERAL GOVERNMENT IN THE FINANCING OF HIGHER EDUCATION IN GENERAL AND JUNIOR COLLEGES IN PARTICULAR: DEVELOPMENT OF AN ASSESSMENT MODEL

Chapters II and III described the nature of the institution which received federal funds and presented information on the funds received. This chapter, and Chapter V which follows, portray development of a structure for assessing the impact of federal funds received by DJBC on that recipient institution.

The present chapter reports on an effort to develop, through a review of the literature and through questionnaire, a set of questions reflecting issues and concerns regarding federal funds to higher education in general, and the junior college in particular. Questions which were occasioned, both explicitly and implicitly, by the review of the literature were structured and then submitted to selected individuals for comment and suggestions.

The chapter is divided into four main parts: (1) reviews of studies, articles, and books, (2) structuring of questions, (3) suggestions and comments by selected

individuals regarding important questions, and (4) summary.

### Review of Studies, Articles, and Books

This section is composed of reviews of written materials pertaining to issues and research related to federal funds and higher education. In many cases the reference institution is the university rather than the junior college and many of the expression were made before some of the higher education bills now on the scene were passed. Nevertheless, the issues raised are applicable for present purposes. This is meant to be a selective rather than a comprehensive review of possible sources on the subject. The intention is to present a representative sampling of expressed concerns, and of related studies, toward the end of developing an analytical framework for assessing federal fund impact on the public junior college.

### Emerging Patterns in American Higher Education, Logan Wilson (ed.)

This volume is described on the cover as consisting of "essays by thirty-four leaders who shape policy for higher learning, on new designs in organization and administration." Not all essays in this volume are germane to the present topic; however, the following were appropriate.

In an essay titled "Basic Premises for a National Policy in Higher Education," Logan Wilson gives the following as one of several premises:

Higher education will be financed adequately only when costs are regarded as investments rather than expenditures. Although there is no consensus concerning the best ways to support our colleges and universities, there can be no disagreement about their pressing needs for greatly increased funds. The inordinate amounts of time and energy educational leaders now have to give to fiscal problems and the consequent neglect of more strictly educational problems are evidences of an already critical situation.<sup>1</sup>

And in another article in the same volume by Wilson, entitled "A Better Partnership for the Federal Government and Higher Education," reference is made to President Kennedy's program. It was described as being "aimed at expanding individual opportunities, improving quality on all levels, and strengthening vocational, special, and continuing education."<sup>2</sup> Wilson lists Kennedy's main principle relative to federal participation as that it "'should be selective, stimulative and, where possible, transitional.'"<sup>3</sup>

In Clark Kerr's paper entitled "Toward a Nationwide System of Higher Education?," attention is given to the system which appeared, to that author, to be emerging. It contains reference to the expected role of the federal government:

The system which will emerge will be neither atomistic nor monolithic. It will be pluralistic, with many centers of power related to each other. The Federal Government and the national foundations will continue to have the most fundamental influence on the general direction of growth. In particular, the Federal Government is likely to penetrate somewhat further into the expansion of medical education,



the geographical distribution of strong centers of higher education, the creation of greater equality of opportunity for the ablest young people, and the support of research outside the areas of science. The Federal Government will continue to have the major single impact on how much is spent on higher education, on the distribution of expenditures among different activities and fields of interest, and on the regional location of endeavors.<sup>4</sup>

The final paper in this volume is by John W. Gardner who discusses "Government and the Universities." One area of consideration is that of the conditions of relationships and these require definition. Where government agencies attempt to tighten the defining conditions, the universities want to loosen them. In this regard Gardner suggests:

The ideal relationship as far as the university man is concerned would be one entirely without any complicating context, which is to say without any context at all, money passed in the dead of night from a donor who would never know the object of his largesse to a recipient who would never know who gave the money or why. Some government observers refer to this as the "leave it on the stump" approach.<sup>5</sup>

Another area that is given attention by Gardner is that of institutional dependence on federal funds. It is important to determine just how such dependence occurs. It is suggested that where federal funds increasingly get into the core of its budget and operations, the heavier the dependence. Where the funds are outside of the main operation of the university and can be "jettisoned at will," independence is better preserved.<sup>6</sup> However, the mere size of some

projects implies that many areas of institutional operation are necessarily impacted. Gardner foresees little retrenchment in federal involvement with the universities, and concludes that "the universities must become exceedingly knowing in the art of preserving their own autonomy."<sup>7</sup>

L. R. Morrell, "Tailoring Federal Funds  
to Fit Education's Goals"

This article was included in the August, 1970, issue of College and University Business. Morrell begins by noting the need for increased levels of support to higher education even to maintain the present position. The reason rests with required increases in expenditures. The factors behind rising costs include (1) "the upward adjustment in professional salaries," (2) "price level changes" which in educational institutions is difficult to offset through productivity increases, (3) "the changing nature of the educational program" which includes highly technical offerings "requiring substantial outlays for equipment and facilities" ("obsolescence continues to play a role as equipment requires constant updating"), and (4) "on the administrative side, life has become more complicated."<sup>8</sup> In reference to this last point the author notes the sophisticated financial skills required and continues:

The introduction of new programs has also necessitated more administrative effort in such areas as the college

work study program, educational opportunity grants, NDEA loans, summer institutes, federal equipment grants, and federal construction loans. Each of these programs requires the establishment of methods and procedures for their administration and reporting which results in added costs even for the institution with a constant enrollment.<sup>9</sup>

Combining rising costs with need for more places in higher education leads Morrell to the question of federal assistance. In this regard, the objectives of support are examined. These are listed as (1) "to increase the equality of opportunity for higher education," (2) "improvement of the quality of higher education," (3) "increase the number and expand the mix of those having a college education," and (4) "to maintain diversity in higher education."<sup>10</sup>

Suggestions for federal aid have taken three forms: "direct aid to students, institutional grants, or a combination of the two."<sup>11</sup> In relating these to the aforementioned goals, the author feels that direct student aid would best meet the goal of equality of opportunity and the direct institutional grants may best promote increases in quality. However:

The measurement of quality is extremely difficult to accomplish. It is true that more resources can provide for additional instruction personnel, better facilities, equipment and library books, but at the same time, it is the student who has a greater influence on results through motivation, ability and readiness.<sup>12</sup>

Direct grants also are chosen by Morrell as the best

means of increasing the numbers of places in higher education, while some combination of the two forms is chosen as appropriate to the maintenance of diversity. The author suggests that a general plan for a federal program in accord with the given objectives would "provide for an expanded student aid program, direct institutional grants based on an output factor such as credit hours or degrees granted, and a cost sharing provision for enrollment increases."<sup>13</sup>

Harold Orlans, The Effects of Federal Programs  
on Higher Education

This Brookings study, published in 1962, deals with three questions: (1) "What have been the effects of federal programs upon the quality of higher education, particularly at the undergraduate level?", (2) "To what extent can or should fuller use be made of institutions not heavily involved in present federal programs?", and (3) "What has been the experience of institutions with the administration of federal programs?"<sup>14</sup> It focused on 36 institutions--24 universities and 12 liberal arts colleges. It concentrated on research and development expenditures, and on the liberal arts component of universities. Focus, then, is on "current research programs affecting liberal arts departments."<sup>15</sup> Two-year colleges are not included nor are other federal programs pertinent to higher education. From the standpoint

of when the study was completed, and from its focus, there is much that is not applicable to the present study. Yet, certain points are raised which serve to suggest relevant questions.

With regard to quality, it was found that "opinion on the effect of federal programs upon a department's ability to attract and hold the best faculty was directly related to the volume of federal expenditures in the field and institution.<sup>16</sup> The question asked was: "What has been the over-all effect of federal programs on the ability of your department to attract and hold the best of faculty?"<sup>17</sup> (Alternative answers were "Helped Us," "Had No Visible Effect," "Handicapped Us.")

In terms of student quality, the impact of federal funds on the ability of a department to attract and hold the best students was more pronounced in graduate areas than undergraduate, and affirmative replies were also dependent on the type of institution and the field.

With regard to faculty-student contact, the focus was on the effect of federal research programs on teaching loads, size of classes, and generally on time spent on instruction duties vs. research oriented activities. A reduction in contact between undergraduates and faculty was noted and the size of undergraduate lecture classes had in-

creased in order to handle enrollment increases economically and to reduce teaching hours.

The second major question with which this study was concerned asked whether present funds should be more widely dispersed. The focus was on funds for research and development and dealt with the concentration of such funds to relatively few institutions of higher education. This problem recurs in the literature on federal funds and higher education and pertains to universities and predominantly graduate departments of those universities.

Coverage of the third question, concerning the school's administrative experience, does have some applicability here although again emphasis is on research funds. Note is taken of the additional staff needed to handle applications and reports attendant to federal funding and of questions of other overhead expenses and salary payments pertinent to federal research projects. The need for better information relating to federal funds was discussed. The need was shown for better information on: (1) agency organization and staff, (2) programs and policies, and (3) proposals (especially the art of writing them).

Chapter 19 of Orlans' study is titled "Federal 'Control.'" This issue is approached via the question "What is your view on the over-all issue of the role of the federal

government in higher education?"<sup>18</sup> Alternative possible answers were briefly that (1) such programs are unnecessary and should be discontinued; (2) are unfortunately necessary, or (3) are necessary and desirable. Only 2 per cent of the faculty queried chose the first alternative. After some discussion, Orlans noted:

It is, in brief, easier to oppose federal programs in the abstract or on general principles than to refuse to participate in a specific program which--despite certain drawbacks, deficiencies, and controls--offers immediate advantages to an institution.<sup>19</sup>

But Orlans also concludes that "not merely opposing, but the stronger step of refusing to participate in undesirable federal programs and policies is, at times, necessary to manifest and thus, to maintain an institution's independence."<sup>20</sup>

Carnegie Commission on Higher Education, Quality and Equality: New Levels of Federal Responsibility for Higher Education

This report points to growth in enrollment and functions and the rising costs which beset higher education. The Commission notes limitations to increased funds from state, local, and private sources necessary for higher education to achieve quality and equality--"quality of result and equality of access."<sup>21</sup> Further federal support is necessary. The Commission asserts:

Although the financial impacts have differed, most institutions have by now had to absorb so many of these pressures that formerly available margins in facilities and resources have been depleted. These institutions are now being forced to choose among the alternatives of limiting enrollments, raising tuition fees, postponing expansion and new programs, or allowing quality to deteriorate. These alternatives are already being employed in varying degrees throughout higher education.<sup>22</sup>

This adversely impacts national needs. New levels of federal support are recommended.

Part 4 of the study is concerned with "Forms of Federal Support." A list of requirements to be satisfied by the forms of federal aid includes, among others: (1) "Draw forth to the extent possible, rather than merely replace, state and private support," (2) "improve equality of educational opportunity for all able young people," (3) "preserve institutional autonomy and integrity, and (4) provide an incentive for innovation."<sup>23</sup>

The remainder of the report is devoted to explicit proposals relating to federal aid to higher education. Grants and loans to students, support to institutions to meet increased costs of expanding enrollment, and extension of support for research, construction, and special programs are urged.<sup>24</sup>



Wilbur Anthony Bass, A Study of the Impact of the Vocational Education Act of 1963 on Selected Texas Public Junior Colleges

This dissertation, written at the University of Texas in 1967, had a stated purpose as follows:

The primary purpose of this study is to determine what impact the Vocational Education Act of 1963 has had upon the public junior colleges of Texas in terms of the number and kinds of courses offered and an investigation of the adequacy of the system for the distribution of funds will be made.<sup>25</sup>

The study covered 31 public junior colleges in Texas in the 1965-66 academic year. The two objectives were to evaluate the effects of the Act in terms of curriculum changes in the colleges, and to determine whether distribution of funds under the Act were such as to realize the purposes of the Act.

A set of 11 hypotheses were developed to deal with the above objectives. A detailed listing of these hypotheses will not be offered here. However, the nature of some of them is reported in that they occasion questions of use to the present study.

Bass looked at annual increases in the number of vocational and technical courses as well as in the number of kinds of such courses which were available after Vocational Act funds were available as opposed to the year preceding the availability of such funds. He found that a greater

annual increase had indeed taken place. He attempted to determine if more than half of such programs added since implementation of the Act would be discontinued if funds were no longer available and found that this would not be the case.

The average expenditure for operations per FTE student apparently was not determinant of receipt of federal funds. However, more federal money did go to schools where a large percentage of FTE students were in vocational and technical courses. Bass also found that his hypothesis that "the more federal money a school received for operations for vocational and technical courses, the higher the percentage of retention (lower the percentage of group-outs) will be," was supported.<sup>26</sup> Apparently, neither a greater number of federally financed vocational programs already in existence at a school nor a greater number of full-time counselor equivalents were determinants of receipt of proportionally more federal funds. The length of tenure of the chief administrative officer did not appear to affect the amount of federal funds either. With this last notion, Bass assumed that if experience in the handling of federally funded programs served as a basis for more funds, that tenure of presidents could serve as a measure of such experience.<sup>27</sup>

Education and Public Policy, Seymour E. Harris  
and Alan Levensohn (eds.)

In 1962-63 a seminar on Education and Public Policy was held at Harvard. The papers and discussions were published in 1965 in a book under the same title, edited by Seymour Harris and Alan Levensohn. The following material is selected from this volume.

In a discussion on federal aid to students a controversy arose over the relative importance of aid to students vs. direct aid to institutions for facilities, programs, etc. If needed income for support of colleges is to be gained by tuition hikes, then if more students are not excluded, more financial aid to students must follow. On the other hand, direct support to institutions would enable schools to avoid high tuition charges and hence fewer students might require scholarships. One disadvantage of institutional aid, as pointed out by Harris, is that if tuition is kept low, all students are benefited--even those who could afford to pay higher charges. "By raising tuitions and providing scholarships as needed, the cost of higher education can be more effectively distributed according to the students' ability to pay."<sup>28</sup>

Another issue of federal aid that came under discussion was that of federal control. A graduate student at Harvard

raised the point that federal research grants are "a type of control."<sup>29</sup> The discussion which followed was reported this way:

Mr. Morse: "Federal programs have had an enormous impact, but I don't (sic) know that I would use the word control as synonymous with impact. These are free decisions made by free institutions."

Student: "Free decisions of institutions are going to be greatly influenced by the availability of funds. They will freely decide to expand in areas where they can get money."

Mr. Morse: "Yes, but the decisions will also be a measure of the courage of the president, the board of trustees and the dean of the faculty."

Mr. Thackrey: "I agree with you in general, but I know of at least one instance in which a 'free decision' was made to accept an NSF grant only because failure to accept it would have meant the loss of an entire physics faculty."

Mr. Morse: "I know this. I am talking theory, and you are talking fact."<sup>30</sup>

The issue of control was discussed in a paper presented by Neal Gross and entitled "Who Controls the Schools?" One short paragraph in particular seems appropriate for inclusion here. Professor Gross outlined the many questions which were occasioned by the title of his paper. One set had to do with what is controlled: "Who controls the budget? the educational philosophy? the curriculum? the selection of personnel? Who controls what takes place in the classroom?"<sup>31</sup>

Another insight relative to control was offered by Michael S. March in a paper on "Allocation of Resources to

Education." March reviews the decision-making process involved in federal aid to education. He notes the many separate agencies and separate programs involved. Also noted is the hierarchy of committees and offices included in development of policies and budgets. According to March, this "dispersal of decision making" ought to "lay to rest any fear of Federal control over education."<sup>32</sup> The Federal Government, he contends, at least at that time, "has no consistent policy toward education."<sup>33</sup> Rather, many policies related to many agencies are evidenced. Recommended is a comprehensive compilation of present governmental support of education and a review of objectives and outcomes of such support. "We must have searching analyses of such economic factors as the contribution of education to national growth and the marginal returns of Federal programs in education."<sup>34</sup> March concludes: "This entire subject is ripe for advanced economic analysis. Such an analysis is, in fact, long overdue."<sup>35</sup>

In the discussion of March's paper, Francis Bator of MIT "rejected economic arguments as a basis for policy decisions" on the issue of federal involvement in allocation of resources to education.<sup>36</sup> Given all the political restraints, principles of economic efficiency have little relevance. Instead "the issue must be decided on the basis

of some very crude gut-judgments as to what constitutes a good society."<sup>37</sup>

Clark Kerr, "The Realities of the Federal Grant University"

This is the second of three lectures given by Kerr at Harvard in 1963 and published in a book entitled The Uses of the University. Although concern is with the university and especially with research oriented activities, some of the material suggests considerations germane to the present study.

The lecture begins with this statement:

Two great impacts, beyond all other forces, have molded the modern American university system and made it distinctive. Both impacts have come from sources outside the universities. Both have come primarily from the federal government. Both have come in response to national needs.<sup>38</sup>

Reference is to (1) the land grant movement under the Morrill Act of 1862 and (2) the impact of federal support of scientific research during World War II. The latter involved financing of university research centers. To Kerr, it is interesting that institutions which are considered "private" or "state" have received "their greatest stimulus in federal initiative."<sup>39</sup>

What is termed the "federal grant" university has been emerging over the past twenty years, and has not been based on any particular set of predetermined policies or institu-

tional self-surveys. The first phase of federal grant development Kerr calls "the phase of 'intuitive imbalance.'"<sup>40</sup> He feels that a new phase is being entered into and this is termed "bureaucratic balance."<sup>41</sup>

With regard to intuitive imbalance, it is noted that for the past twenty years Congress has determined the general areas of partnership with the universities, which are defense, scientific and technological progress, and health. Expenditure decisions have not been based on a thorough study of national priorities and the funds have gone to universities best able to implement the Congressional choice of programs. This has affected the universities and raised certain issues.

One issue is that of federal control and federal influence. Federal control is not the real problem but federal influence is. If a project is offered (reference is to research) a university need not accept it, but usually does, for fear of losing the faculty involved. A second issue refers to the university's control over its own endeavors. "University funds from tuition and fees, gifts and endowments, and state sources go through the usual budget-making procedures and their assignment is subject to review in accordance with internal policy."<sup>42</sup> However, when federal research funds enter the scene, they are negotiated normally

by individual faculty members and bypass the normal budgetary review process. Accordingly, a sizable chunk of the university's expenditures may fall outside of the normal channels. On the other hand, "these funds in turn commit some of the university's own funds."<sup>43</sup> This includes influence on use of space and of faculty.

Kerr devotes several paragraphs to concerns especially related to the university but which have little in the way of implications for the junior college. These include the strained relations between the scientists who command the funds and resources, and the humanists who don't; the concentration of federal research effort in only a few universities; the implications regarding teaching graduate students (closely tied to research) vs. undergraduates; and the university scholars who solely do research, and do not get involved at all in teaching.

Kerr refers to the issue of university aid to the federal government whereby overhead allowances do not cover the indirect costs of federally sponsored research. "Also, matching grants for construction may force a university to upset its own priority system in order to get federal funds. This, of course, is the intent."<sup>44</sup> And additionally, "new classes of administrators have been created--the contracting officer and the research project manager."<sup>45</sup> Another issue



noted is the presence of some abuses because of the temptations of the huge sums involved.

Phase two, "bureaucratic balance," is a new approach where federal funds are more evenly spread among educational needs, among fields, and among institutions. Focus is mainly on studies and on proposed legislation in 1963 which appeared to support such an approach.

Kerr finishes his essay with some suggestions relating to federal involvement in higher education but these suggestions are limited to the university and especially to research and graduate programs.

Alice M. Rivlin, The Role of the Federal Government in Financing Higher Education

This Brookings Institution study was published in 1961. In his foreword to the study, Robert D. Calkins noted the "active interest of the federal government in higher education" which had recently occurred "primarily because of the critical importance of higher education to national security, technological progress, and economic growth."<sup>46</sup> The national interest in higher education is seldom questioned, but divergence of opinion does exist regarding the "appropriate role of the federal government in expressing this interest and in providing funds for higher education."<sup>47</sup> Rivlin's work is designed to provide an historical

treatment of federal programs and to delineate principal issues. It is the final three chapters of the book which contain material, part of which is relevant for the present study.

Chapter 7 is titled "The Federal Government's Changing Role." In the past, Federal programs involving higher education have been by-products of other national concerns (agriculture, military needs, etc.). However, in recent years federal support of higher education "is beginning to be recognized as an appropriate federal activity."<sup>48</sup> Even though earlier federal activity was not directly oriented toward educational support, our system of higher education has been "profoundly affected" by it.<sup>49</sup> The federal government has made use of existing national resources by recourse to the universities to accomplish national purposes. Especially with regard to research, it is charged that normal functions of universities are distorted. Yet, says Rivlin, had the programs been carried on outside of institutions of higher education, many such institutions "would not be as strong centers of research and teaching as they are today."<sup>50</sup>

Rivlin explains that federal programs in higher education have, to some extent, "grown out of each other." There is a "chain reaction."<sup>51</sup> For example, under the GI Bill

thousands went to college, putting strains on housing facilities. "The federal government then helped relieve the strain, first with surplus property disposal to the colleges, and later with the college housing loan program."<sup>52</sup> Where stress was on the sciences and funds went to only a few research centers, concern developed that the social sciences and humanities and new graduate centers were being neglected and that these should receive funds as well.

With regard to stipulations for receiving federal funds, Rivlin discerns a trend wherein "the federal government has tended to define more specifically the purposes for which federal funds may be used by colleges and universities which receive them."<sup>53</sup> Another trend "has been the inclusion of more and more institutions in the federal programs over the years."<sup>54</sup> The author also finds little historical support for the position that federal funds "inevitably bring federal control of the content and methods of instruction."<sup>55</sup> There are difficulties of "red tape" in application and reporting requirements, and complaints of distorting curricula and of narrow selectivity in research grants. But academic freedom has suffered far less from the federal government than from state legislative and other bodies.

Chapter 8 is a review of "The Case for Government

Subsidies to Higher Education." The chapter seeks to answer two questions: (1) Why should any level of government subsidize higher education?, and (2) "Why should the federal government play a role in subsidizing higher education?"<sup>56</sup>

The arguments for government subsidy fall into the three categories of social justice, economic growth, and national interest. The explanations of these arguments given by the author will not be dealt with extensively here. Briefly, "the social justice argument is that society owes every individual at least a minimum chance to develop his own capabilities."<sup>57</sup> Direct evidence on "how college-going is related to ability to pay for education" is not provided by recent studies but indirect evidence related to fathers education, and other things related to income do show a relationship.<sup>58</sup> In other words, low tuition and/or scholarships may not necessarily draw students to college. Motivation and ability are limiting factors, finances notwithstanding.

The economic growth argument is based on the relationship "of education to productivity and economic growth."<sup>59</sup> That is, education increases capacity to produce and avoids other types of costs related to low levels of education--crime, disease, etc.

The national interest argument refers to things related

to national defense, scientific personnel needs, research, and other needs which would otherwise not be forthcoming from society or the universities without government subsidy.

The role of the federal government is brought under analysis. The two principal arguments for stepping up federal contributions to higher education are (1) neither individuals nor states will be able to provide financial support equal to needs, and (2) "certain peculiarly national interests, especially defense, require a shift of resources toward particular types of education, and this may not happen without action by the federal government."<sup>60</sup> With regard to the latter, "there are particular educational needs at the national level which may not be apparent to states, localities, and private persons, and which may not be met unless the federal government acts."<sup>61</sup>

Chapter 9 is titled "Methods of Federal Aid: Issues to be Resolved." To review in detail these issues is beyond the scope of present purposes. Yet, some of the points made by Rivlin are fruitful for drawing out potential questions relevant to these purposes. Main issues are whether aid should go to institutions, or to students, or in some combination thereof; what form should the aid take (loans, grants, matching); for what purposes; and how extensive the conditions for such aid should be.

With regard to aid to institutions, one question is whether aid should be limited to financing physical facilities or whether current operations also should be so supported. Some feel that less federal control of the total spectrum of collegiate activities may be involved with aid for buildings than for operations. On the other hand, it is argued that control of operations is not a necessary concomitant of federal funds, and that funds for operations are badly needed.

Another argument portrayed by Rivlin is that for undesignated federal grants--to do away with "the whole complicated structure of federal programs" and to substitute "a system of unrestricted block grants."<sup>62</sup> Colleges themselves, it is contended, are in a better position than Congress or other federal agencies to determine the best allocation of expenditures of a subsidy. Earmarking may "distort college and university programs into patterns the institutions would not themselves have chosen."<sup>63</sup> A school may be induced to apply for funds for one program, because funds are available for it, when it actually feels other programs are in greater need. On the other hand, earmarked funds "may simply free institutional funds for other purposes."<sup>64</sup> Undesignated funds would come to the same end.

Aid to students is said to eliminate the danger of

federal control of institutions. Rivlin reviews the arguments for and against federal aid to students. These will not be detailed here.

Higher Education and the Federal Government,  
Charles G. Dobbins (ed.)

In 1963 the American Council on Education published this book consisting of papers presented at the Council's 45th annual meeting in October, 1962. A good deal of the legislation considered in the present study entered the scene after 1962. Further, focus of the papers was on the university with its graduate programs and research functions. Nonetheless, certain of the considerations offered by the several participants appear appropriate for inclusion here.

In his paper titled "A Time for Assessment," Herbert E. Longenecker noted the historical involvement of the Federal government in higher education and pointed to the specific nature of the many and disparate programs. The cost of many such programs, especially research related, to the grantee institution because of requirements on space, facilities, funds, and institutional energy, raises a question as to who provides assistance in greater measure. Problems created by, as well as the positive aspects and the prospects for, increased Federal involvement in higher education led Longenecker to offer the following:

Given these circumstances, there is a growing need for each institution to assess fully the extent and impact of the relationship upon the institution itself. A few institutions have attempted internal study on their own initiative as a part of the cooperative studies encouraged by the Carnegie Foundation for the Advancement of Teaching. Reports at this meeting will provide specific examples of individual institutional assessment. Likewise, a series of books and reports recently published or about to appear, provide an improved basis for understanding. But excellent and helpful as these studies and reports are, they represent only a beginning toward the desired assessment of the impact of Federal Government programs in higher educational institutions.<sup>65</sup>

The paper delivered by Nathan M. Pusey reviewed "The Carnegie Study of the Federal Government and Higher Education." This study of some 26 institutions covered the academic year 1959-60. Pusey summarized the magnitudes and areas with the following:

Let me say in summary that in fiscal 1960, agencies of the Federal Government spent about a billion dollars in institutions of higher education--\$450 million for research, \$44 million for facilities, \$388 million for scholarships and fellowships, and \$217 million for various programs of instruction. The large total does not include the amount spent in separate laboratories, of other amounts provided for loans and in the distribution of surplus property. Were these added, the figure would be almost doubled.<sup>66</sup>

Pusey then reviewed "Problems and Responsibilities Imposed by Federal Funds." The heads of the institutions involved in the Carnegie study felt that receipt of Federal funds was a good thing. It stimulated research, provided expensive facilities otherwise unaffordable, and encouraged professors and graduate students.<sup>67</sup>



On the other hand, "there is the very large increase in administrative work required by doing such huge business with the Federal Government."<sup>68</sup> And research grants do not necessarily fully cover the costs involved. The institution must often add funds of its own. Pusey pointed to one school needing a library building, having no funds for it, but expending sums to supplement "inadequately reimbursed research grants."<sup>69</sup> Further, in cases where matching funds are received, "a similar pressure is exerted on an institution's free funds."<sup>70</sup> Too, Federal funds are available only to some departments and for research in only certain areas. "So pressures are set up which could easily effect imbalances within and among departments."<sup>71</sup>

Rexford G. Moon, Jr., dealt with the topic of "Student Aid and the Federal Government." In his conclusion, Moon noted the advantage of student vs. direct institutional aid wherein the former minimizes direct influence on the educational process. It may also "cut down the attrition of students from our colleges, an area where there is a severe but unrecognized loss of talent."<sup>72</sup> Moon also noted that aid to students may be considered additionally as aid to institutions and suggests that "a strong case can be made to show that it is."<sup>73</sup>

McGeorge Bundy's contribution to this set of papers is

entitled "Of Winds and Windmills: Free Universities and Public Policy." Some argue that a strong connection exists between Federal funds and Federal control. Bundy proposes that Federal money makes American higher learning more, and not less, free. He supports this contention with three arguments. "The first is quite simple: it is that freedom is the opportunity to act as well as the absence of restraint."<sup>74</sup> Lack of decent facilities, heavy teaching schedules, and so forth are restraints on scholarly pursuits. The second argument is that all funds, regardless of source, carry some risk of limiting freedom and "the Federal dollar does not suffer by comparison" in this regard.<sup>75</sup> The third supportive argument is that allocation decisions follow processes akin to academic traditions and more so than is the case with any other fund source. The counsel of qualified persons from higher education has been sought.

Bundy explained the title of his paper in this way: "generalized hostility to Federal money is as senseless as tilting at a windmill. The windmill is here to stay, and it is no man's enemy."<sup>76</sup> He continued with an analogy wherein the wind may blow from many directions to allow the windmill to accomplish the results of grinding grain. The windmill is an agency for making wind do work. The winds of financial support whatever their direction or source can

be "caught and turned to the university's purpose."<sup>77</sup> The university exists to advance learning.

Logan Wilson, "Higher Education and the National Interest"

In this article, Wilson makes an interesting point which relates to outer rather than inner direction of individual institutions of higher education. State-wide boards and councils have an influence. Further:

Certain federal actions since 1963 have also tended to give to state governors and those appointed by them (and to some extent by legislators) greater influence in the allocation of funds for the development of higher education. The Higher Education Facilities Act of 1963, for example, required that state commissions be designated to develop and submit state plans for utilizing the facilities funds under Title I. The enactments of 1965 contain comparable stipulations. These measures reduce the possibility of federal interference, of course, but only at the cost of interposing another layer of state agencies between academic institutions, private as well as public, and their sources of support.<sup>78</sup>

Wilson finds the historical pattern of federal involvement in higher education to be "primarily indirect, project-oriented, diverse, and sometimes contradictory."<sup>79</sup> He explains:

Three kinds of federal involvement were established as early as 100 years ago: (a) direct establishment and operation of institutions; (b) direct endowments of land and funds to aid state or local establishments and operations; and (c) indirect support of the advancement of knowledge by contracts for goods and services. These historical approaches are being supplemented by loans and grant-in-aid programs for educational facilities and students. All of these

approaches have been aimed primarily at meeting specific government needs; only indirectly or secondarily have they been intended to fulfill educational purposes. Thus, federal involvement in higher education is, at the same time, both productive and erosive; a more coherent approach is called for.<sup>80</sup>

While the mutuality of interest is recognized, the form and manner of federal funding causes tensions. "The policy of categorical grants and contracts, for instance, may distort institutional objectives and deplete institutional resources."<sup>81</sup>

Calvin B. T. Lee, "Why Requests for Federal Aid Are Rejected"

This article on "grantsmanship" appeared in the Junior College Journal of March, 1968. The author writes from the perspective of his position in the division of college support, U. S. Office of Education. Grantsmanship refers to an applicant's ability to "communicate, within the context of the legislation, the needs of the institution, and how they relate to specific congressional legislation."<sup>82</sup>

A first maxim suggested is that the approach of the federal government to higher education be understood by the applicant. That approach, historically, has been toward "specific needs and goals rather than permanent relationships."<sup>83</sup> These have included (1) establishment and operation of institutions (military academies), (2) endowment of lands and funds (Morrill Act), and (3) contracts for goods

and services. None of these substantially affected junior colleges, and all had a common element--"to meet a specific national or governmental need."<sup>84</sup> In recent years another approach has been developing, "that of support of institutions indirectly through student loans and scholarships and directly through facility grants and loans."<sup>85</sup> This approach also relates to national need, but encompasses such national considerations as social welfare and economic achievement. The role of higher education in such considerations is recognized. And it is within the context of this approach that "junior colleges started to really benefit from the federal role."<sup>86</sup>

Lee contends that proposals are weak because of lack of understanding of the purpose of a federal program. It must be shown how an institution meets national priorities and why it should be given priority. Further, the expressed institutional needs are not defended in terms of "why they are needed, why they are crucial and how they relate to the basic educational mission of the institution."<sup>87</sup> Additionally, programs are poorly defended and applications are just plain poorly written. They should explain an institutional problem and "how federal funding would assist you in reaching specific institutional goals."<sup>88</sup>

In evaluation, after confirming institutional eligibil-

ity, the government is concerned with returns (pay-off). Here the perspective is long range and is particularly concerned with the changes that will occur as a result of the requested federal investment.

Among the points in program evaluation, Lee suggests the importance (1) of the institution's plan being "adequately addressed to its basic needs," (2) the institution's ability to meet the proposed objectives, and (3) "whether the proposed program provides a foundation for future change and improvement."<sup>89</sup>

The final step in the decision process, according to Lee, is related to overview of the entire federal program. This is the duty of program officers and includes concerns as to the geographical impact; "impact in terms of ideas and innovations for new methods;" and impact relative to time--that is, "what kind of balance should there be between the short-term and long-term payoff?"<sup>90</sup>

In his closing comments, Lee contends that the federal programs "can only be as good as the proposals and plans submitted."<sup>91</sup>

Alfred D. Morgan, Jr., "A Study of the Impact of Federal Funds in Support of Vocational Programs on the Academic Program of Selected Public Junior Colleges in Texas"

This was a dissertation written at the University of Texas in 1967. According to its author:

The study is based on the assumption that each public junior college district has a certain number of dollars flowing into its coffers from the local tax structure. The question then arises, should the available dollars be expended on the existing academic program of the college or should a portion of them be used to match and thus obtain federal funds for vocational programs.<sup>92</sup>

The concern is essentially that local funds may be diverted from "academic support" to the matching of federal funds for vocational programs. The purpose of the study is that of examining impact where such a decision has been made and where "increased revenue from the local tax structure does not offset the expenditure of funds that were previously expended on the academic program."<sup>93</sup>

Morgan further explains:

This study stemmed from the thought that attention should be focused on the range of programs offered by each public junior college, with the administrator or board asking "is the program important and in the best interest of our clientele or has it been recommended or begun because of the availability of federal funds?" The first question would then be followed by a second, "are the existing or proposed programs ones we can do well within the framework of the moneys available for the overall operation of the college?"<sup>94</sup>

The main reason for including this source is to set out several questions proposed by Morgan which are applicable to the present study. A listing of the hypotheses of the study and notation of the findings with regard to them will serve to indicate further, the nature of the research. However, the mechanics of the dissertation will not be covered here.

According to its author:

The hypotheses of the study were as follows:

Hypothesis 1. The percent of increase of high school graduates in the county in which a public junior college is located may be considered a principal element when considering the expansion of academic facilities by the junior college.

Hypothesis 2. The annual receipt of federal funds by a public junior college for its academic program will generate an expansion of academic facilities by that junior college.

Hypothesis 3. The annual amount of federal funds received by a public junior college for its technical and vocational programs will have no relation to the expansion of academic facilities by that junior college.

Hypothesis 4. The annual amount of local funds used by a public junior college to match federal technical and vocational funds will negatively correlate with the expansion of academic facilities by that junior college.

Hypothesis 5. The annual expenditure per FTSE for operations and maintenance by a public junior college will have no relation to the expansion of academic facilities by that junior college.<sup>95</sup>

As a result of the study, Hypotheses 1 and 5 were rejected, Hypotheses 2 and 4 were accepted, and with regard to Hypothesis 3, a low negative correlation was found.

As noted above, several pertinent questions were brought out in this study. For example, questions put to college administrators included: (1) "Do you feel that the availability of federal funds for vocational programs will curtail the expansion of your academic programs in the future."<sup>96</sup> (2) "What amount of local funds were applied to



vocational programs that would have been used for academic programs, if federal vocational funds had not been available during the school years 1961-62 through 1966-67?,<sup>97</sup> and

(3) "What courses of study were added to your academic program due to the availability of federal funds during the school years 1961-62 through 1966-67?"<sup>98</sup> Other questions suggested by the study although perhaps not explicitly phrased in the following way were: (1) What programs would not have been possible without federal aid?, (2) What programs were started earlier that would otherwise have been the case because of the availability of federal funds?, (3) What programs would be continued in the absence of federal funds?

Early in the study, reference was made to two papers delivered at the Ninth National Conference on School Finance. One of these was by James Reynolds who, according to Morgan, listed six activities generated by federal programs. These include: "making reports; administering funds; making applications, planning buildings and taking bids; selecting student recipients of grant benefits; and supervising construction."<sup>99</sup> The points made are that all these activities impact administrative staffs and that federal programs "do not generally include funds for these expenses."<sup>100</sup> The other paper was delivered by James

Wattenbarger and dealt with "The Impact of Federal Funds on Junior Colleges in Florida." This paper is discussed elsewhere in this chapter. Morgan suggests that several ideas are presented which "the thoughtful administrator will find worthy of consideration."<sup>101</sup> Morgan makes special note of one of Wattenbarger's statements as follows:

Of particular importance is the statement, "The need for occupational education, reflecting not only local but also state and national requirements have motivated federal support." This should generate the question, are the federal vocational funds of benefit to this institution as regards local needs or are they of more importance at the state and national level of need? Phrasing the question another way; which need, local, state, or national, should be considered first as local funds are budgeted for expenditures?<sup>102</sup>

It seemed to the present writer to be appropriate to include, in addition to the above material from Morgan's study, the following, which is the last paragraph of his dissertation:

If, as reported by Wattenbarger, a continued federal support of education is inevitable, and if, as reported by Reynolds, junior colleges in Texas are likely to continue to rely on federal funds as an integral part of their annual budget, then in-depth studies of the impact of this federal aid would be a valuable contribution.<sup>103</sup>

Whose Goals for American Higher Education?,  
Charles G. Dobbins and Calvin B. T. Lee (eds.)

This volume was published by the American Council on Education in 1968. It is a collection of papers and related comments. The papers selected for review here are contained

in Part Two of the book which deals with "Forces That Shape Institutions."

Logan Wilson, in a paper on "Institutional Autonomy and Heteronomy," notes that autonomy is a favored condition "characterized by self-governance, internal direction, and freedom from outside control."<sup>104</sup> Heteronomy is its "antonym" and is more descriptive of "the realities of academic governance."<sup>105</sup> Wilson refers to a work by Sir Eric Ashby wherein the essential ingredients of institutional autonomy are described as:

(1) freedom to select students and staff and to determine the conditions under which they remain; (2) freedom to set standards and to decide to whom degrees should be awarded; (3) freedom to design the curriculum, recognizing, of course, the standards of professional bodies; (4) once having obtained external support, freedom to allocate it without being subject to further inspection; (5) and finally, the right to require nonacademics participating in governance to identify with the university and not to act as representatives of outside interests and also to delegate all academic decisions to the academics themselves.<sup>106</sup>

Wilson follows this with some illustrations of where American institutions do not possess these ingredients. He includes mention that "all institutions receiving Federal funds must open their accounts to governmental inspection."<sup>107</sup>

It is Wilson's impression that many junior colleges have gained in autonomy in that they have broken away from

"rather regimented controls imposed upon them by their close identification with public school systems."<sup>108</sup> Further, for all institutions, "growing diversity in sources of support" implies being "less beholden to any single source of control."<sup>109</sup>

Much attention is given to the development of state-wide coordinating agencies as an evidence of the transfer of decision-making from the local level. Then Wilson turns to Federal actions which "particularly since 1963, have contributed toward centralization and politicization."<sup>110</sup>

Wilson explains:

The Higher Education Facilities Act of 1963 required that state commissions be designated to develop and submit plans for the utilization of facilities funds under Title I. Comparable stipulations are found in the Federal enactments of 1965. In each instance, state governors were given important appointive powers. These moves reduce the possibility of Federal interference, of course, but only at the cost of imposing another layer of government agencies between academic institutions--private as well as public--and their sources of support.<sup>111</sup>

Federal actions should not be taken as some planned overt or covert move to shatter autonomy. Efforts are made to minimize Federal control. Yet such involvements lead to an inevitable reduction of institutional policy decisions. And "these erosions of institutional autonomy may take place so gradually, subtly, or indirectly that awareness of what has happened often does not occur until well after the fact."<sup>112</sup>

The paper ends with another set of check-points relative to minimum required autonomy. Among these Wilson suggests: "Conceding the right and the power of outside agencies to grant or withhold funds and to influence their allocation, no institution should be deprived of the discretion required for their most effective internal utilization."<sup>113</sup>

Another paper in this volume is by W. Allen Wallis and contained certain segments which seemed appropriate to the present study. His essay is titled "Institutional Coherence and Priorities." An institution, it is explained, is coherent "when each part has a close intellectual relationship with several other parts, and through them with all other parts."<sup>114</sup> Wallis suggests:

The distinction between a coherent and a non-coherent or conglomerate university is not unlike that between a corporation whose products are related in their manufacture, distribution, or consumption, and a corporation that is simply a collection of businesses whose only relation is that they are owned by a single holding company.<sup>115</sup>

This simile is not without relevance to DBJC. The wide diversity of programs offered, and clientele served, under the aegis of a single administration does make it appear to be conglomerate in nature.

Coherence has merits, but, says Wallis, it is not always to be preferred to conglomerateness. However, to work

toward coherence and to set priorities accordingly implies certain academic freedoms which seem to be diminishing. In this regard and under the heading "Restrictions on Institutional Autonomy" the author suggests that "the freedom of universities to establish their own priorities and patterns of coherence has been eroded as the importance of funds from the government has grown."<sup>116</sup> This is not because they are public funds, but because the source is centralized.

With the GI Bill the funds were disbursed such that "the money reached universities as a result of millions of independent decisions" as to choice of school to attend and hence where to spend.<sup>117</sup> But recent government support takes the "form of grants rather than purchases of services."<sup>118</sup> And this acts against preservation of institutional integrity. Purchases are based on the quality of final service rendered and the institution is free to make its own decisions relative to services and quality. Grants, however, are rationed and hence based on some formula. Institutions which do not fit the given formula may be passed over. The example given is as follows:

Thus, a college with a large physical education department may be denied a Federal grant for a new library, whereas a second college academically inferior in every way may have an identical application granted, the reason being that the first institution will show a smaller percentage increase in total academic space, because the formulae applied by the

Federal government count space for physical education as academic space. Actually, of course, quite apart from the problem of what space should be counted as academic, we may question whether percentage increase of academic space is a meaningful indication of where a grant will be most useful.<sup>119</sup>

Another force acting on institutional self-determination as suggested by Wallis is the accrediting agency. There are pros and cons relating to accreditation. It should be noted here, however, that Federal funds are commonly limited to those institutions which have been accredited by some recognized agency.

James L. Wattenbarger, "The Impact of Federal Funds on Junior Colleges in Florida"

This paper was delivered at the Ninth National Conference on School Finance in 1966. As the title indicates it focuses directly on both the subject and the general geographical boundary appropriate to this dissertation.

The first part of the paper is concerned with a discussion of support of education from (1) the perspective of global economic and social benefits of education and (2) trends and changes and implications thereof relating to sources of community college support.

Global benefits, among other things, suggest (1) "that curriculum must not be based solely on local considerations," (2) that low fees and general tax support are appropriate, and (3) "that post high school education must

be made available to all who can benefit therefrom."<sup>120</sup>

With regard to sources of support, there is a trend from local support toward increasing state and federal support.

This raises certain concerns. For example: (1) "Does a change in local source of support reduce local control?,"<sup>121</sup>

(2) "Will increased support from state and federal sources provide additional funds or merely replace local funds?,"<sup>122</sup>

and (3) "Do sources of support patterns force 'efficiency' or other 'desirable improvements' in education?"<sup>123</sup> After

discussion of each of these concerns, Wattenbarger turns to the results coming from increased expenditures of federal funds in the support of Florida's community junior colleges.

It is especially here that many useful considerations are raised which deserve inclusion in the present study. In short sentence summary form, some of the results suggested are that "each of the colleges has been forced to employ a

person or persons whose full-time job is to work with the federal program."<sup>124</sup> Budget planning and long-range pro-

jections must now involve consideration of all sources of support--local, state, and federal. Will federal funds replace or add to previous sources? In a time of rising costs, will they "permit enrichment of programs or merely an

ability to maintain status quo?"<sup>125</sup> "Vocational funds have stimulated program development to a great extent in the



occupational areas."<sup>126</sup> The student aid program "has enabled a number of young people to attend who might not otherwise have had an opportunity." However, "the availability of federal funds has diminished local effort in provision of student aid."<sup>127</sup> "The availability of federal funds, accompanied by passage of the Civil Rights Bill has speeded up the elimination of colleges which served predominantly or exclusively members of a single race."<sup>128</sup> Poor planning has resulted in a "great deal of slippage between the passage of bills and the availability of funds."<sup>129</sup> "The urgency which sometimes occurs to spend before a specific date causes poor decisions and wasted effort."<sup>130</sup> "Deadlines which have been set arbitrarily often are impossible to follow in any sound manner, and have resulted in rushed planning which, more often than not, is poor planning."<sup>131</sup> "Budgets which are constructed upon anticipation of receipt of funds have been carried over into the following fiscal year with great difficulty to everyone."<sup>132</sup> "Funds are not made generally available but are aimed at limited purposes which may not be appropriate for an institution. Since money is available, however, the college will try to obtain it."<sup>133</sup> "The development of remedial programs, the increased concern for occupational education, the ability to provide financial help" have been

outcomes based on funds which were not formerly available.<sup>134</sup>

Improvement has occurred in "programs in foreign languages, mathematics, and in science in particular."<sup>135</sup> Federal funds have also made it possible to "provide leadership in areas which would not otherwise have been adequately supported. Examples of this are in technical education, guidance and counseling, and research."<sup>136</sup> In addition, "there has been opportunity to improve the abilities and the quality of faculty personnel through summer programs, seminars, and conferences."<sup>137</sup>

After summarizing the implications of the above, as well as other results, to the remarks made in the earlier part of his paper, Wattenbarger suggests, as part of his conclusion, that "the inevitability of federal support is firmly established. We now need to seek for the best ways to administer it."<sup>138</sup>

American Council on Education, "Federal Programs for Higher Education--Needed Next Steps"

This article appearing in the Educational Record presented "official views of the American Council on Education as determined by its Board of Directors at a meeting on January 27, 1969."<sup>139</sup>

The pattern of Federal programs is such that certain major goals are indicated. These are to (1) "provide

greater access to higher education for an ever larger number and larger percentage of our young people," (2) "increase the output of highly educated and trained manpower," (3) "support basic research," (4) "support high quality in education," and (5) mobilize and use institutional resources in a "host of service functions" which include adult and continuing education programs.<sup>140</sup>

The Council suggests that Federal programs fitting into this pattern "have enabled institutions to move forward more rapidly than could have been predicted in 1958, and we applaud them."<sup>141</sup> But there are some weaknesses. One weakness involves the requirement that institutions share in the cost of new and expanded programs. The Council contends that "as a nonprofit enterprise, the college or university has no uncommitted resources."<sup>142</sup> The funds it has are fully utilized in support of its programs. Thus, if these funds are diverted to help pay the cost of federally supported endeavors then "to that extent a deficit is created in programs which are not federally supported."<sup>143</sup> There are implications relative to Federal control when increasing shares of institutional funds are diverted from non-Federally supported activities. It is the Council's recommendation that "cost-sharing and matching requirements be eliminated."<sup>144</sup>

Another alleged weakness has to do with the vagaries of federal support. On the one hand, the endeavors expected of higher education require "long-range planning, careful budgeting, and a prior and committed investment on the part of our institutions."<sup>145</sup> On the other hand, federal commitments have not been in the nature of sustained support. Continuing appropriations for given programs are not guaranteed. Hence, it is recommended that ways should be discovered to "fund basic programs in an orderly, regular, and steady fashion."<sup>146</sup>

Still another problem is related to timing of appropriations and the academic year. The Council's statement is as follows:

Institutions must make commitments to students, to faculty, to research personnel in the spring. Funds to meet these commitments are not appropriated until many months later; indeed, with increasing frequency they are not appropriated until the academic year is already under way. Encouraging first steps have been taken recently for the forward financing of a number of educational programs. We strongly recommend that the Congress expand these efforts and consider the possibility that funds for many programs for the support of education might be appropriated a year prior to the expected expenditure of the funds.<sup>147</sup>

Considerable attention is given to the subject of student aid. The varied federal programs "have opened college doors for many who could not otherwise have hoped to enter."<sup>148</sup> A major point made by the Council is that the

matching requirements attached to programs such as Work-Study and NDEA loans draws funds from other uses and this may create difficulties for participating institutions and to expansion of student aid.

The Council has recommendations on federal funds for facilities construction, research and graduate education, international programs, and library resources and computer facilities. However, the relevance of the discussion for present purposes is not sufficient to warrant detailing here. Note is also taken of the pressures for greatly increased output in health professions education and the lack of resources to achieve the needed output. Finally, general institutional support is considered by the Council to be "the principal unfinished business of the Federal government in the field of higher education" and such support is recommended by the Council.<sup>149</sup>

Arden L. Pratt, "An Appraisal of the Impact of Federal Funds Granted Under Section 4 (a) of the Vocational Education Act of 1963 on the Occupational Programs Offered by the Public Two-Year Colleges in New York State"

This was a dissertation completed in 1968 at the State University of New York at Buffalo. The purpose is stated as follows:

This study is designed to determine, describe, and appraise the extent to which federal funds, allotted to the State of New York under Section 4 (a)

of the Vocational Education Act of 1963 (Public Law 88-210) and granted by the New York State Education Department, have promoted the stated purposes of that act in the public two-year colleges in New York State.<sup>150</sup>

Pratt developed a check list for campus observation of equipment purchased under the Act. This list included a variety of items which were concerned with confirming the physical presence, state of repair, use, and adequacy of the equipment. The author also developed interview instruments for College Presidents, Division Directors, Department Heads, and Faculty members.

While the thrust of the paper is on a somewhat different path than is the present study, many areas of it did suggest several useful considerations for this study. Since a process of selection was involved, the following will not be in the form of a review of the entire work. Rather, it is more in the form of a list of items gleaned directly from and/or suggested by the study.

Pratt raised the question of evaluation relative to the federal funds received under the Act. He asked: "What institutional research, follow-up studies, or project evaluations have been carried out to determine the effect of the projects on the educational program of the college?"<sup>151</sup> And he found that:

Evaluation of the projects funded by grants under the Act have been almost nonexistent up to this time. Almost all those interviewed stated that evaluation of projects related to curriculums were based on the employers continued hiring of graduates.<sup>152</sup>

It was concluded that "a model needs to be prepared to enable a college to conduct self-evaluation of all types of projects funded under the Act."<sup>153</sup>

There were several points raised which related to decision making and planning. For example were the federal funds planned for as a part of budget considerations? Did Advisory Committees play a role in choice of federally funded projects? "What is the method the college uses for campus-wide planning and coordinating proposals for seeking funds under the Act?"<sup>154</sup> Is there a differing stream of decision making relative to federal funds? How are proposals generated? How much staff time is required to develop them? Where would funds have otherwise been acquired?

Another area of expressed concern was that of effect on enrollment. Was there an effect? Were new faculty and staff required as a result? If enrollment was affected, what type of student was involved?

With regard to difficulties, Pratt noted:

One faculty member stated that on his campus VEA is termed "Vexing Emergency Aid," due to all the delays in getting the funds, sometimes several months even after being informed that their grant has been approved.<sup>155</sup>

Another question raised was: "Has the college encountered any unusual difficulties in expenditure of granted funds?"<sup>156</sup>

As explained earlier, the above items, raised through, and selected from Pratt's paper, seemed to the present writer to be useful considerations for this study. Further attention relative to Pratt's total and extensive effort will not be included here.

Logan Wilson, "The Federal Government and Higher Education"

In this paper, Logan Wilson expresses his thoughts regarding the principles which should guide Federal participation in higher education. He lists the national interest as a first principle. This is as opposed to local or special interests. It is in the national interest to "extend educational opportunity, promote economic growth, upgrade manpower, undergird our security and advance our collective well-being."<sup>157</sup> The Federal government must "insure that individuals are educated for useful citizenship, as well as for the furtherance of their private goals."<sup>158</sup> He contends that not all institutions nor educational objectives are of equal importance in national welfare terms. On the other hand it is possible that local or state support may be lacking where national welfare is importantly concerned.



Here Federal support is appropriate especially when the national characteristics of interdependence and mobility are taken into account.

Wilson's second principle relates to resource development. The contributions to economic productivity of higher education through development of human resources is the rationale for Federal investment here.

The third principle deals with priority planning. Monies to higher education from state and private sources normally have strings attached. Should this be the case with Federal grants? Should the grants come on a 'spend as you please' basis? Should funds be apportioned to the states with each state choosing allocations within its jurisdiction? Should there be simple Federal formulas under which funds are distributed to all institutions of higher learning? To Wilson, the way is clear. "These are Federal funds, and the priorities--by levels, institutions, programs, and projects--must be set at the Federal level."<sup>159</sup> He feels that colleges and universities should receive more aid than the lower schools because support for the latter is stronger on the local levels--these are "community-centered enterprises."<sup>160</sup> Colleges and universities, on the other hand, have widely dispersed constituencies; "political and geographical boundary lines are less relevant

to the services they perform; and their policies are much less susceptible to uniformization."<sup>161</sup> Priorities among academic disciplines are also needed.

"Complementarity" is given as a fourth principle.

"Federal aid should strengthen diversity of support and control, and it should complement rather than supplant local support."<sup>162</sup> Wilson does not agree with those who maintain that Federal aid weakens support and control.

The fifth principle is "merit." The problem is the relative importance of quantity vs. quality in deserving Federal assistance. Should the emphasis be on expansion in terms of more programs and functions or on improvement of existing programs and functions. Reference is made to the "university syndrome" wherein junior colleges strive to become four-year colleges and the latter to become universities. In the process of such change "some institutions are transmogrified rather than transmuted."<sup>163</sup> We need first rate schools at all levels.

The last principle mentioned is that of coordination. The American system of higher education is characterized by unplanned diversity. This has some good aspects. However, the Federal government should not underwrite the status quo. A unity of effort such that the total endeavor will meet national needs is required. Thus, "Federal assistance

should be guided by a long-range plan for the most logical development of the American system of higher education as an entity."<sup>164</sup>

College Management, "Cost of Building: 1970"

This article in the July, 1970, issue of College Management is an annual report by the magazine on a "cost of building index." This index "identifies and isolates those factors in construction projects that cost the most."<sup>165</sup> It is further described as follows:

CM's Cost of Building Index takes more than 100 price and wage indexes, furnished each month by various agencies of the government and private organizations, refines that information and computes each to extract its particular effect on the cost of construction.

For the purpose of charting, college building costs are made up of three elements--on-site labor costs, off-site labor costs, and the cost of materials. Each has its own effect on the cost of construction.<sup>166</sup>

The index takes the 1957-59 period as the base period (=100.0). And it reflects national trends. Table 10 is an adaptation from a more detailed and extensive table in the magazine, and covers only the years pertinent to the present study.

The main point to be made is that there are financial implications where savings are involved if federal funds enabled construction to occur before it would otherwise have been possible.

TABLE 10

COLLEGE BUILDING INDEX 1963-1969\*  
(1957-59 = 100.0)

	1963	1964	1965	1966	1967	1968	1969
College Building Materials Index	99.6	100.7	101.8	104.1	105.6	109.7	115.3
On-site Labor Costs	122.5	127.2	132.9	138.5	146.8	156.4	170.8
Off-site Labor Costs	120.1	125.5	130.9	137.1	144.2	152.7	164.4
College Building Construction	109.9	112.6	115.7	119.6	124.0	130.6	139.7

\*Adapted from College Management, "The College Building Index 1960-1970," July, 1970 (Vol. S, No. 7), p. 12.

### Structuring of Questions

The review of literature presented above suggested a number of questions ranging across the many concerns expressed. These questions required an organizational format which is presented in this section together with the questions drawn from the review of the literature.

The choice of structure is based on considerations of (1) coverage of the important elements or variables which should be included, or given attention to, in any assessment effort relating to an educational institution, (2) coverage of the questions and concerns expressed in the literature as reviewed above, and (3) the usefulness of the outcomes and findings, for varied purposes. The organization of the Standards of The College Delegate Assembly of the Southern Association of Colleges and Schools lends itself well to these considerations and hence is chosen here as the basis for systematizing the questions.

In several cases the standard, as listed, has been expanded to better describe the nature of the content of the questions included.

The applicability of particular federal funds to considerations indicated in all categories and questions is, of course, limited. But the given categories and questions encompass possibilities across the range of institutional

variables and endeavors, and thus seemed more permissive of complete coverage than would, say, organization by particular federal legislation or federally funded activity. It also allows for consideration of funds in the aggregate, and that is appropriate to several of the questions and concerns.

The accreditation Standards cover an institution's (1) purpose, (2) organization and administration, (3) educational program, (4) financial resources, (5) faculty, (6) library, (7) student personnel, (8) physical plant, (9) special activities, (10) graduate program, and (11) research.<sup>167</sup>

Clearly, these headings can cover the entire spectrum of concerns and activities of an institution of higher education. It should be noted that interpretation given to the categories here does not necessarily correspond to that listed in the Standards. Further, the fit of the questions related to federal funds to these categories is not foreordained, and hence the present writer engaged in both interpretation and choice. All of these categories, except "graduate program," which does not in any way apply to the junior college, and "special activities," are used. The questions, occasioned by the review of the literature, and organized as described, are given below. The questions are further grouped within the major categories in accordance with what appeared to be somewhat similar concerns.

### Purpose, Plans, Objectives, Priorities

1. Have federal funds influenced or corresponded with institutional priorities? Have they generated changes in them? (Does the college have a clear statement of priorities?) Has the freedom to establish priorities based on local judgment and situation been in any way eroded by virtue of federal funding?

2. Have federal funds had an influence in college planning? Has the college applied for federal funds for purposes which otherwise were not part of the college's plans? Were buildings, equipment, programs which were federally funded planned for before funds were known to be available? Are federal funds accounted for in long range planning?

3. Have federal funds been in accordance with the college's purpose and objectives? Have they been turned toward fulfillment of them? Have federal funds distorted institutional objectives? Were institutional goals and objectives in all cases determined without consideration of the possibility for federal funding? Are federal funds viewed as being of assistance to the reaching of specific institutional goals?

### Organization and Administration

1. Is federal control an administrative issue or concern at the college? Do funds from federal sources carry more limitations to freedom in decision-making than do funds from other sources? If federal funds resulted in loss of local control over the institution, exactly what control was lost? Have federal funds acted as a liberating force (as opposed to controlling force) in that they have enhanced the college's facilities, etc., and hence cut down on restraints to what the college can offer or do?

2. Have federal funds served as an incentive for innovation? Have they played a role as a catalyst for change?

3. Have federal funds negatively affected or threatened institutional autonomy and integrity? Have they affected patterns of institutional coherence (relationship among the parts of the institution?) Have federal funds acted to restrict institutional autonomy (self-governance, freedom from outside controls, internal direction) by impinging upon decisions relative to selections of students, staff, curriculum, and allocation of funds?

4. Does the timing involved in application deadlines, ultimate project approval, and disbursement of federal funds present or create any particular difficulties to the institution? Have formulae and criteria for award of funds been appropriate and satisfactory to the needs of the college? How does the college maintain awareness of funds available from federal sources?

5. Have federal funds contributed to the efficiency and productivity of the institution? Have they acted in any way to force efficiency in aspects of the college's operations? Have federal funds added a dimension of efficiency to the operations of the college which otherwise would not be present?

6. What criteria determine an affirmative decision to apply for federal funds? Are decisions to apply for federal funds entirely free choices? Has the college deliberately refused to apply for federal funds in certain cases where they were considered to be undesirable in terms of institutional independence or prohibitive in terms of overhead costs? It is the decision-making process applicable to federally funded items different from the regular decision-making process?

7. How have actions by state commissions established to handle federal funds benefited or otherwise affected the college? Are they considered as a buffer to federal interference? Have state commissions played a role relative to preservation of institutional autonomy? Have they complicated procedures?

8. What institutional problems have been solved via federal funds? What institutional problems have been created by federal funds?

9. Have federal funds influenced the general rate and direction of growth of the institution?

10. How much staff time is taken up in developing proposals?

11. Have federal funds fit with the basic needs of the institution? Inasmuch as the main rationale for federal funds is to meet national or specific government needs, as opposed to purely needs of educational institutions, has federal involvement in funding been in any way erosive, rather than productive, to the institution itself?



12. Have federal funds influenced the way administrators at the junior college view the nature of their responsibilities?

13. Had the federal funds received been state funds instead, would the net result have been the same?

#### Educational Program

1. What has been the effect of federal funds in terms of increases in the number and kinds of programs offered at the college? Has the thrust of federal funds been toward expansion in terms of more programs, or on improvement of existing programs? Has creation of new programs been stimulated by federal funds? What programs were started earlier than would otherwise have been the case due to availability of federal funds? Are there any programs started due to federal funding which were not, or would not be, continued in the absence of federal funds? What programs would not have been possible without federal funds?

2. Are federal funds for programs viewed as providing a foundation for future change and improvement?

3. Have federal funds had an effect on any of the programs offered such that national rather than local considerations are given prime priority in their establishment and continuation? Did federal funds cause addition of programs which reflect national needs but do not reflect local needs, and which would not otherwise have been offered?

4. Have federal funds caused any imbalances among departments due to their being received for particular purposes and/or requirements for matching funds? Were any programs curtailed due to receipt of federal funds which required that local funds be turned to matching provisions for other programs?

5. Have federal funds prevented deterioration or increased the quality of programs?

6. Did federal funds change directions of a program?

#### Financial Resources, Budgeting

1. To what extent have federal funds caused financial resources to be diverted to federally funded purposes from

non-federally funded purposes? Have matching funds in any cases been drawn from otherwise committed uses? Has the college been in possession of uncommitted resources or "free" funds which have been drawn into use to match federal funds and thereby obtain them? To what extent have matching requirements been an obstacle to receipt of federal funds? Does the possibility for federal funds have any effect on the amount of funds held for contingency purposes?

2. Are federal funds accounted for in budget planning? To what extent do federal funds lie outside of the normal budgetary process? Is the stream of decision-making in budget matters relative to federal funds different to that relative to state and local funding? To what extent were the federal funds received actually planned for?

3. Have federal funds complemented rather than supplanted state and local support? Have federal funds replaced funds which otherwise would have come from the state anyway? Do federal funds represent funds in addition? From what source and when would funds which were received from federal sources have otherwise been acquired? Would funds have otherwise been forthcoming at all? Did federal funds free local funds for other college purposes?

4. Have the funds charged in federal projects for administrative overhead expenses fully met those expenses?

5. Is there any indication of institutional dependence on federal funds? Do federal funds occupy a strategic place in the college's financial operations?

6. Have federal funds in any cases merely served to compensate for rising costs?

7. Have there been any unusual difficulties involved in expenditure of granted funds?

8. How would the pattern of expenditures of federal funds have differed had the funds been made available for unrestricted use?

9. Have federal funds resulted in introduction of certain types of programs and influx of certain types of students which exhibit higher than average cost characteristics?

### Faculty and Staff

1. Have federal funds influenced employment and hiring practices? What have been the Civil Rights implications, if any?

2. Have there been any new positions created, or appointments made, due mainly to the influence of federal funds? New faculty and staff required as a result of receipt of federal funds for programs and facilities? Staff required to keep up with local administration of federal funds and to keep track of funding possibilities and the making of proposals?

3. Have federal funds affected the college's ability to attract, develop, and hold faculty of high quality? Have there been summer programs, seminars, conferences, etc., which have been federally financed and which have served to enhance the ability and quality of the faculty?

4. Have federal funds impaired academic freedom in any way?

### Library

1. Have federal funds been received for library purposes? What has been the significance of these funds in terms of additions of books and other learning resources?

### Student Personnel, Enrollment

1. Has federally funded financial aid to students had an effect on enrollment? Has it played a role in expanding the number and mix of students? Have federal funds enabled students who otherwise wouldn't be able to attend the college to enroll? What portion of student financial aid is made up of federal funds? Has the ability of the college to give student aid cut down attrition (improved retention rate)? Has local effort in the provision of student aid been diminished due to federally funded programs of student aid?

2. Have federal funds enabled the school to expand enrollment in programs where enrollment would otherwise have to be limited?

3. Has the addition of federally funded buildings and equipment in itself played any role in affecting enrollment?

4. Have tuition and fee charges been influenced by the ability of the college to offer student financial aid?

5. Have matching requirements in student aid programs acted to make the total amount made available smaller than would otherwise have been the case?

### Physical Plant

1. Have federal funds permitted the addition of facilities which would otherwise have been unaffordable? To what extent have federal funds enabled the college to undertake building projects earlier than would otherwise have been the case?

2. Would the college be faced with using obsolescent equipment and facilities were it not for federal funds? Have the equipment and facilities purchased with federal funds had any effect on curriculum, morale, image to community, scheduling?

3. What have been the costs to the institution in terms of requirements on space and facilities resulting from the receipt of federal funds for varied purposes?

### Research

1. Have federal funds for research been received by individuals at the college or by the college itself? What outcomes and difficulties have been attached to such federal grants?

In order to improve upon the foregoing set of questions the list was mailed to a number of individuals for suggestions and comments. The sampling of individuals whose expertise was requested was based on a desire by the present writer to secure comments from people who by virtue of position, training, and experience, had familiarity with the

public junior college in Florida, and additionally, with concerns which might be related to federal funds and those institutions. Among the positions represented were junior college directors of federal programs, university personnel with specialization in the area of junior college administration, and State Department of Education administrators. The questions which follow were derived from the comments received. In addition many helpful suggestions regarding wording, format, and potential approaches to getting information were received. The additional questions are framed within the same organizational format as presented in the foregoing section. Those individuals suggesting specific questions are credited following those items suggested where permission to quote was given.

Purpose, Plans, Objectives, Priorities

"Have federally funded programs been influential in evaluating the college's actions in meeting the established objectives?"--Mr. James Schroeer, Director of Federal Projects, Florida Junior College at Jacksonville.

Dr. Michael Schafer, Associate Director, Florida Community Junior College Inter-institutional Research Council, suggested these questions: (1) Have federal funds interfered with institutional priorities?, (2) Has there been an assessment of the effect of federal funds on institu-

tional priorities (priorities listed vs. priorities implemented)?, (3) What is the influence of federal funds on planning?, (4) "Have procedures for planning been changed because of federal deadlines and schedules?"

#### Organization and Administration

"Does the college realize the potential assets available through federal funds and secondly is the college committed to the hiring of a staff devoted only to the purpose of obtaining federal assistance? Has the data generated as a result of federal requirements been valuable to the college's planning function?"--Mr. James Schroeer.

"Has this source of funds influenced organizational pattern?" "Has this source of funds influenced job descriptions of staff?"--Dr. Harold Kastner, Jr., Assistant Director, Division of Community Colleges, Florida State Department of Education.

Mr. Philip Goldhagen, Director of Development, DBJC, noted that reference to federal funds as a "liberating force (as opposed to controlling force)" might not necessarily be an either-or proposition. They might be "both liberating and controlling." Mr. Goldhagen also suggested the following: "Has a lack of federal funds in specific areas retarded change?" Administratively, what are the differences in programs administered through the state--

through regional federal offices--from Washington? Have questions arising from the junior college about interpretation, etc. "resulted in changes making forms, questions, format, etc., more appropriate to junior colleges?"

Mrs. James Lee, Director of Development, Hillsborough Junior College, suggested: "What percentage of the proposals submitted for federal funds by your institution has been approved for funding?" Does the college "have an office whose primary responsibility is federal funding matters?" Has the state's national delegation been "helpful in securing approval of federal proposals?" What differences are there to the college when funds are administered by Regional offices? Through the State government? Directly from Washington? Has funding approval by only single fiscal years created difficulties which funding approval for two or more fiscal years would alleviate? "Have requirements established at the State level, e.g., coordination of proposals at that level prior to forwarding to a Regional or the National level, had either positive or negative impact with your institution?"

#### Educational Program

"What programs have been specifically assisted by using federal funds?"--Mr. J. Raymond Johnson-Berg, Vice President, Business Affairs, DBJC.

Have federal funds "provided an awareness of national needs not otherwise there?"--Mr. Philip Goldhagen.

"What problems result from continuing a program from local resources after expiration of the initiating federal grant?"--contributor did not indicate permission to quote directly.

"Have federal funds influenced the planning time involved in establishing educational programs?" "Have federal funds decreased the number of programs that might have otherwise been developed?"--Dr. Harold Kastner, Jr.

#### Financial Resources, Budgeting

"When federal projects are implemented over many years and the federal support continues to decrease has this placed a burden on future operating budgets? Secondly are these factors incorporated into the yearly budget making process and thirdly is this extra financial burden on future budgets justified in light of ever increasing demands on the total budget from 'bread and butter' programs."--Mr. James Schroeer.

"Have these funds influenced the accounting practices and procedures of the college?"--Dr. Harold Kastner, Jr.

Has the need for matching funds "stimulated fund raising in the private sector?" "Were the federal funds sufficient to pay the cost differential" if those funds resulted in the introduction of programs or students



exhibiting higher than average cost characteristics?--Mr.

Philip Goldhagen.

Have the funds charged in federal projects for administrative overhead expenses over-met those expenses?--

Dr. Michael Schafer.

### Faculty and Staff

If new positions were created due mainly to the influence of federal funds, did the individuals involved "achieve tenure before the federal funds ran out?"--Mr. Philip Goldhagen.

"Have faculty and staff been aware of, interested in, or benefited from programs available to individuals such as sabbatical leave, foreign travel, advanced study, fellowships, or institutes?"--Mr. Russell Peebles, Director, Research and Federal Programs, Edison Junior College.

"With federal projects which authorize a project director, have you more generally employed a person from outside the college for that position?"--Mr. James Lee.

"Need general question--what is the effect on Faculty and Staff relations, make-up, responsibilities, etc."--

Dr. Michael Schafer.

### Library

Dr. Harold Kastner, Jr., suggested that the influence of federal funds on organizational pattern and staff specialization might be considered.

### Student Personnel, Enrollment

"How many students were directly assisted by federal funding programs (Federal and college contributions)?"--Mr. J. Raymond Johnson-Berg.

What difficulty is involved "in policing loan repayment?"--Mr. Philip Goldhagen.

"How many, or what percent, of the study body receive aid from federal funds?"--Mr. Russell Peebles.

"Have federal programs caused your institution to revise admission policy and/or reporting forms?"--Dr. Stephen Wise, Florida Junior College at Jacksonville.

### Physical Plant

"Has federal professional assistance been made available in construction projects which would not be available without federal participation? Have federal requirements concerning the building been beneficial to the users of the plant? Have federal requirements aided the physical facilities planning process?"--Mr. James Schroeer.

### Research

What have been the emphases of the federally funded research?"--Dr. Michael Schafer.

### Summary

The content of this chapter was essentially a report of an exploration to delineate appropriate, pertinent,

strategic, and illuminating questions which, if answered, would portray the impact of federal funds on a public junior college. The steps were (1) a review of studies, articles, and books, (2) a structuring of questions raised through the review, and (3) getting suggestions and comments, based on the resultant listing, by selected individuals whom the present writer felt could make knowledgeable contributions.

It is clear that refinement, clarification, and consolidation of this raw material is required. Moreover, sources and types of information which will serve to answer the questions must be identified, and projected methods or procedures of acquiring this information must be indicated and developed. The content of Chapter V, which follows, reflects the effort directed to this task.

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## CHAPTER V

### PROPOSED QUESTIONS FOR CASE STUDY AT DBJC AND PROJECTED APPROACHES TO PROCUREMENT OF ANSWERS

A detailed account of the federal funds received by DBJC 1963-69 was included in Chapter III of this study. These figures in themselves perhaps are suggestive of the impact of federal funds on the college. But assessment of impact requires more than simply listing magnitudes. Hence, some evaluative mechanism must be developed.

The analytical approach chosen for this study has as its basis a set of questions, the answer to which constitute a statement of impact. A set of important questions was developed through a review of the literature and through requests to selected individuals for suggestions. This part of the study was reported in Chapter IV. The first section of the present chapter reports the complete set of questions which resulted.

The initial set of questions should be viewed as raw material out of which a working set of questions can be developed. The possibilities relative to selection, rewording, and, in general, reworking the initial set of

questions are many. It might be suggested that a resultant working set of questions will be dependent, in part, on the perception of the individual involved, the intent of a particular study, the nature of the institution being studied, and the limitations of the study.

The resultant questions selected and reworded for the present case study at DBJC, as well as projected means of procuring answers to them, comprise the second section of this chapter. The material is present in tabular form.

The final section of this chapter consists of questionnaire and interview instruments developed to be used as part of the procedures for collecting information.

### Initial Set of Questions

#### Purpose, Plans, Objectives, Priorities

1. Have federal funds influenced or corresponded with institutional priorities?
2. Have they generated changes in them?
3. Has the freedom to establish priorities based on local judgment and situation been in any way eroded by virtue of federal funding?
4. Have federal funds had an influence in college planning?
5. Has the college applied for federal funds for purposes which otherwise were not part of the college's plans?
6. Were buildings, equipment, programs which were federally funded planned for before funds were known to be available?

7. Are federal funds accounted for in long range planning?
8. Have federal funds been in accordance with the college's purpose and objectives?
9. Have they been turned toward fulfillment of them?
10. Have federal funds distorted institutional objectives?
11. Were institutional goals and objectives in all cases determined without consideration of the possibility for federal funding?
12. Are federal funds viewed as being of assistance to the reaching of specific institutional goals?
13. Are federal funds considered or included in long range planning?
14. Have federally funded programs been influential in evaluating the college's actions in meeting the established objectives?
15. Have federal funds interfered with institutional priorities?
16. Has there been an assessment of the effect of federal funds on institutional priorities (priorities listed vs. priorities implemented)?
17. What is the influence of federal funds on planning?
18. Have procedures for planning been changed because of federal deadlines and schedules?

#### Organization and Administration

1. Is federal control an administrative issue of concern at the college?
2. Do funds from federal sources carry more limitations for freedom in decision-making than do funds from other sources?

3. If federal funds resulted in loss of local control over the institution, exactly what control was lost?

4. Have federal funds acted as a liberating force (as opposed to controlling force) in that they have enhanced the college's facilities, etc., and hence cut down on restraints to what the college can offer or do?

5. Have federal funds served as an incentive for innovation?

6. Have they played a role as a catalyst for change?

7. Have federal funds negatively affected or threatened institutional autonomy and integrity?

8. Have they affected patterns of institutional coherence (relationship among the parts of the institution)?

9. Have federal funds acted to restrict institutional autonomy (self-governance, freedom from outside controls, internal direction) by impinging upon decisions relative to selections of students, staff, curriculum, and allocation of funds?

10. Does the timing involved in application deadlines, ultimate project approval, and disbursement of federal funds present or create any particular difficulties to the institution?

11. Have formulae and criteria for award of funds been appropriate and satisfactory to the needs of the college?

12. How does the college maintain awareness of funds available from federal sources?

13. Have federal funds contributed to the efficiency and productivity of the institution?

14. Have they acted in any way to force efficiency in aspects of the college's operations?

15. Have federal funds added a dimension of efficiency to the operations of the college which otherwise would not be present?



16. What criteria determine an affirmative decision to apply for federal funds?

17. Are decisions to apply for federal funds entirely free choices?

18. Has the college deliberately refused to apply for federal funds in certain cases where they were considered to be undesirable in terms of institutional independence or prohibitive in terms of overhead costs?

19. Is the decision-making process applicable to federally funded items different from the regular decision-making process?

20. How have actions by state commissions established to handle federal funds benefited or otherwise affected the college?

21. Are they considered as a buffer to federal interference?

22. Have state commissions played a role relative to preservation of institutional autonomy?

23. Have they complicated procedures?

24. What institutional problems have been solved via federal funds?

25. What institutional problems have been created by federal funds?

26. Have federal funds influenced the general rate and direction of growth of the institution?

27. How much staff time is taken up in developing proposals?

28. Have federal funds fit with the basic needs of the institution?

29. Inasmuch as the main rationale for federal funds is to meet national or specific government needs, as opposed to purely needs of educational institutions, has federal involvement in funding been in any way erosive, rather than productive, to the institution itself?

30. Have federal funds influenced the way administrators at the junior college view the nature of their responsibilities?

31. Had the federal funds received been state funds instead, would the net result have been the same?

32. Does the college realize the potential assets available through federal funds?

33. Is the college committed to the hiring of a staff devoted only to the purpose of obtaining federal assistance?

34. Has the data generated as a result of federal requirements been valuable to the college's planning function?

35. Has this source of funds influenced organizational pattern?

36. Has this source of funds influenced job descriptions of staff?

37. Are federal funds both liberating and controlling?

38. Has a lack of federal funds in specific areas retarded change?

39. Administratively, what are the differences in programs administered through the state--through regional federal offices--from Washington?

40. Have questions arising from the junior college about interpretation, etc. resulted in changes making forms, questions, format, etc. more appropriate to junior colleges?

41. Do federal funds play a role in providing continuity?

42. Are federal funds stultifying in terms of innovation and change?

43. What percentage of the proposals submitted for federal funds by your institution have been approved for funding?

44. Does the college have an office whose primary responsibility is federal funding matters?

45. Has the State's national delegation been helpful in securing approval of federal proposals?

46. Has funding approval by only single fiscal years created difficulties which funding approval for two or more fiscal years would alleviate?

47. Have requirements established at the State level, e.g., coordination of proposals at that level prior to forwarding to a Regional or the National level, had either positive or negative impact with your institution?

#### Educational Program

1. What has been the effect of federal funds in terms of increases in the number and kinds of programs offered at the college?

2. Has the thrust of federal funds been toward expansion in terms of more programs, or on improvement of existing programs?

3. Has creation of new programs been stimulated by federal funds?

4. What programs were started earlier than would otherwise have been the case due to availability of federal funds?

5. Are there any programs started due to federal funding which were not, or would not be, continued in the absence of federal funds?

6. What programs would not have been possible without federal funds?

7. Are federal funds for programs viewed as providing a foundation for future change and improvement?

8. Have federal funds had an effect on any of the programs offered such that national rather than local considerations are given prime priority in their establishment and continuation?

9. Did federal funds cause addition of programs which reflect national needs but do not reflect local needs, and which would not otherwise have been offered?

10. Have federal funds caused any imbalances among departments due to their being received for particular purposes and/or requirements for matching funds?

11. Were any programs curtailed due to receipt of federal funds which required that local funds be turned to matching provisions for other programs?

12. Have federal funds prevented deterioration or increased the quality of programs?

13. Did federal funds change directions of a program?

14. What programs have been specifically assisted by using federal funds?

15. Have federal funds provided an awareness of national needs not otherwise there?

16. What problems result from continuing a program from local resources after expiration of the initiating federal grant?

17. Have federal funds influenced the planning time involved in establishing educational programs?

18. Have federal funds decreased the number of programs that might have otherwise been developed?

#### Financial Resources, Budgeting

1. To what extent have federal funds caused financial resources to be diverted to federally funded purposes from non-federally funded purposes?

2. Have matching funds in any cases been drawn from otherwise committed uses?

3. Has the college been in possession of uncommitted resources of "free" funds which have been drawn into use to match federal funds and thereby obtain them?

4. To what extent have matching requirements been an obstacle to receipt of federal funds?

5. Does the possibility for federal funds have any effect on the amount of funds held for contingency purposes?

6. Are federal funds accounted for in budget planning?
7. To what extent do federal funds lie outside of the normal budgetary process?
8. Is the stream of decision-making in budget matters relative to federal funds different to that relative to state and local funding?
9. To what extent were the federal funds received actually planned for?
10. Have federal funds complemented rather than supplanted state and local support?
11. Have federal funds replaced funds which otherwise would have come from the state anyway?
12. Do federal funds represent funds in addition?
13. From what source and when would funds which were received from federal sources have otherwise been acquired?
14. Would funds have otherwise been forthcoming at all?
15. Did federal funds free local funds for other college purposes?
16. Have the funds charged in federal projects for administrative overhead expenses fully met those expenses?
17. Is there any indication of institutional dependence on federal funds?
18. Do federal funds occupy a strategic place in the college's financial operations?
19. Have federal funds in any cases merely served to compensate for rising costs?
20. Have there been any unusual difficulties involved in expenditure of granted funds?
21. How would the pattern of expenditures of federal funds have differed had the funds been made available for unrestricted use?

22. Have federal funds resulted in introduction of certain types of programs and influx of certain types of students which exhibit higher than average cost characteristics?

23. When federal projects are implemented over many years and the federal support continues to decrease has this placed a burden on future operating budgets?

24. Are these factors incorporated into the yearly budget making process?

25. Is this extra financial burden on future budgets justified in light of ever increasing demands on the total budget from "bread and butter" programs?

26. Have these funds influenced the accounting practices and procedures of the college?

27. Has the need for matching funds stimulated fund raising in the private sector?

28. Were the federal funds sufficient to pay the cost differential if those funds resulted in the introduction of programs or students exhibiting higher than average cost characteristics?

29. Have the funds charged in federal projects for administrative overhead expenses overmet those expenses?

#### Faculty and Staff

1. Have federal funds influenced employment and hiring practices?

2. What have been the Civil Rights implications, if any?

3. Have there been any new positions created, or appointments made, due mainly to the influence of federal funds?

4. New faculty and staff required as a result of receipt of federal funds for programs and facilities?

5. Staff required to keep up with local administration of federal funds and to keep track of funding possibilities and the making of proposals?

6. Have federal funds affected the college's ability to attract, develop, and hold faculty of high quality?

7. Have there been summer programs, seminars, conferences, etc., which have been federally financed and which have served to enhance the ability and quality of the faculty?

8. Have federal funds impaired academic freedom in any way?

9. If new positions were created due mainly to the influence of federal funds, did the individuals involved achieve tenure before the federal funds ran out?

10. Have faculty and staff been aware of, interested in, or benefited from programs available to individuals such as sabbatical leave, foreign travel, advanced study, fellowships, or institutes?

11. With federal projects which authorize a project director, have you more generally employed a person from outside the college for that position?

12. What is the effect of federal funds on faculty and staff relations?

### Library

1. Have federal funds been received for library purposes?

2. What has been the significance of these funds in terms of additions of books and other learning resources?

3. Have federal funds influenced organizational pattern and staff specialization?

### Student Personnel, Enrollment

1. Has federally funded financial aid to students had an effect on enrollment?

2. Has it played a role in expanding the number and mix of students?

3. Have federal funds enabled students who otherwise wouldn't be able to attend the college to enroll?
4. What portion of student financial aid is made up of federal funds?
5. Has the ability of the college to give student aid cut down attrition (improved retention rate)?
6. Has local effort in the provision of student aid been diminished due to federally funded programs of student aid?
7. Have federal funds enabled the school to expand enrollment in programs where enrollment would otherwise have to be limited?
8. Has the addition of federally funded buildings and equipment in itself played any role in affecting enrollment?
9. Have tuition and fee charges been influenced by the ability of the college to offer student financial aid?
10. Have matching requirements in student aid acted to make the total amount made available smaller than would otherwise have been the case?
11. How many students were directly assisted by federal funding programs?
12. What difficulty is involved in policing loan repayment?
13. How many, or what percent, of the student body receive aid from federal funds?
14. Have federal programs caused your institution to revise admission policy and/or reporting forms?

#### Physical Plant

1. Have federal funds permitted the addition of facilities which would otherwise have been unaffordable?
2. To what extent have federal funds enabled the college to undertake building projects earlier than would otherwise have been the case?



3. Would the college be faced with using obsolescent equipment and facilities were it not for federal funds?

4. Have the equipment and facilities purchased with federal funds had any effect on curriculum, morale, image to community, scheduling?

5. What have been the costs to the institution in terms of requirements on space and facilities resulting from the receipt of federal funds for varied purposes?

6. Has federal professional assistance been made available in construction projects which would not be available without federal participation?

7. Have federal requirements concerning the building been beneficial to the users of the plant?

8. Have federal requirements aided the physical facilities planning process?

#### Research

1. Have federal funds for research been received by individuals at the college or by the college itself?

2. What outcomes and difficulties have been attached to such federal grants?

3. What have been the emphases of federally funded research?

#### Selected Questions for Case Study at DBJC

Using the above set of questions as raw material, a refined set of questions was developed for case study purposes at DBJC. Table 11 presents these questions, and, in addition, the projected means of procuring answers to them. The choice of position holders to be queried and the method of doing so was based on the writer's understanding of what is appropriate in terms of potential location of best

information sources for the particular questions involved. The applicability of such procedures at other junior colleges would, of course, be dependent on both the organizational structure of the college and the personnel involved.

TABLE 11

SELECTED QUESTIONS FOR CASE STUDY AT DBJC AND  
PROJECTED MEANS OF PROCURING ANSWERS

<u>Purpose and Objectives</u>	<u>Questions</u>	<u>Means of Procuring Answer</u>
1. In what way have federal funds influenced composition of the purpose and objectives of the college?	Question 1: Interview President, Vice-Presidents.	Recorded Data, Documents
2. How has evaluation of the college's actions in meeting established objectives been influenced by federally funded programs?		
<u>Plans and Priorities</u>		
1. What influence, if any, have federal programs had on the determination of institutional priorities related to development of educational programs and activities, and physical plant?	Question 3: Interview President, Vice-Presidents.	

TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
2. What applications for federal funds have been made which were for purposes not actually included in the college's plans at the time of application?	Recorded Data, Documents
3. What attention is given to federal funds in the college's long range plans?	Question 2: Interview President, Vice-Presidents.
4. How have procedures for planning been changed because of federal deadlines and schedules?	Question 2: Interview President, Vice-
<u>Organization</u>	
1. How have federal funds as a source of finance influenced the organizational pattern of the college?	Question 5: Questionnaire to College Administrators.
2. Does the college have an office whose primary responsibility is to deal with federal programs?	Recorded Data, Documents, Question 1: Interview, Director of Development
<u>Administration</u>	
1. What evidence is there that federal funding has brought infringement on	Question 3: Questionnaire to College Administrators.

TABLE 11 continued

Questions	Means of Procuring Answer
institutional self-governance in terms of decision-making relative to selection of, or control over, students, staff, curriculum, and allocation of college funds?	
2. In what instances have the federal funds received helped to solve specific administrative problems?	Question 1: Questionnaire to College Administrators.
3. What specific administrative problems have been created by receipt of federal funds?	Question 2: Questionnaire to College Administrators.
<u>Educational Program</u>	
1. What programs started at the college were essentially made possible at a given time because of receipt of federal funds for the program itself, or for buildings, equipment, etc.	Question 4: Questionnaire to College Administrators.
2. Are there cases where federal funds were instrumental in causing changes to be made in the content of existing programs of the college?	Question 1: Interview Directors, Department Heads, Instructors.

TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
3. What programs would probably have been discontinued in the absence of federal funds?	Question 2: Interview Directors, Department Heads, Instructors.
4. In what ways have federal funds prevented deterioration in, or increased the quality of, particular programs?	Question 3: Interview Directors, Department Heads, Instructors.
5. Have federal funds exercised an influence on administrative considerations to serve national as well as purely local educational needs in the development of new programs?	Question 9: Questionnaire to College Administrators.
6. What has been the college's experience with continuing a program from local resources after the initiating federal grant has expired?	Question 5: Interview President, Vice-Presidents.
7. How has the planning time involved in establishing new educational programs been influenced by federal funding of programs?	Question 6: Interview President, Vice-Presidents.

TABLE 11 continued

Questions	Means of Procuring Answer
<u>Financial Operations: Budgeting; Accounting</u>	
1. To what extent have federal funds caused college financial resources to be diverted to federally funded purposes from non-federally funded purposes?	Question 4: Interview Vice-President Business Affairs.
2. To what extent have matching requirements been an obstacle to receipt of federal funds?	Question 5: Interview Vice-President Business Affairs.
3. What effect does the possibility for federal funds have on the amount of uncommitted funds held for contingency purposes?	Question 7: Interview Vice-President Business Affairs.
4. Have federal funds been included in the college's annual budgets or been taken into account in the annual budgetmaking process?	Recorded Data, Documents. Question 8: Interview Vice-President Business Affairs.
5. Is there any evidence that federal funds have affected the magnitude of state and local financial support to the college?	Correspondence to Division of Community Colleges

TABLE 11 continued

Questions	Means of Procuring Answer
6. Are there instances where federal funds were clearly considered to have freed college funds from a budgeted use and thus enabled these local funds to be put to another use which would not otherwise have been possible at that time?	Question 9: Interview Vice-President Business Affairs.
7. What has been the relationship between funds charged in federal projects for administrative overhead expenses and the actual expenses incurred?	Question 10: Interview Vice-President Business Affairs.
8. Is there any indication of institutional dependence on federal funds either on the whole, or for specific purposes?	Question 11: Interview Vice-President Business Affairs.
9. Is there any evidence that federal funds have served merely to compensate for rising costs?	Question 15: Interview Vice-President Business Affairs.
10. How would the pattern of expenditure of federal funds have differed had the funds been made available for unrestricted use?	Question 12: Interview President, Vice-Presidents.
11. Have federal funds resulted in the introduction or continuation of programs which are considered as being of high cost per student?	Question 13: Interview President, Vice-Presidents.



TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
12. Were the federal funds sufficient to cover the costs of high cost per student programs where federal funds played a role in their introduction or continuation?	Question 14: Interview President, Vice-Presidents.
13. What influence have federal funds had on the accounting practices and procedures of the college?	Correspondence to Division of Community Colleges. Question 14: Interview Vice-President Business Affairs.
14. What efforts have been made relative to securing the matching funds necessary in order to obtain federal funds?	Question 6: Interview Vice-President Business Affairs.
<u>Personnel; Faculty and Staff</u>	
1. How have job descriptions been influenced by federal funds as a source of finance?	Recorded Data, Documents. Question 7: Interview President, Vice-President.
2. Is the college committed to the hiring of staff devoted only to the purpose of obtaining federal assistance?	Question 8: Interview President, Vice-Presidents.
3. Are there ways in which federal funds have influenced employment and hiring practices at the college?	Question 2: Interview Director of Development.

TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
4. What new faculty and staff have been required as a result of receipt of federal funds for programs and facilities?	Question 10: Interview President, Vice-Presidents.
5. What has been the influence of federal funds on the college's salary schedules?	Question 9: Interview President, Vice-Presidents.
6. To what extent have faculty and staff participated in federally financed group programs (conferences, seminars, etc.)?	Question 3: Interview Director of Development.
7. Are federal funds considered to have impaired academic freedom at the college?	Recorded Data, Documents
8. If new positions were created due mainly to the influence of federal funds, did the individuals involved achieve tenure before the federal funds ran out?	Question 11: Questionnaire to College Administrators.
	Question 11: President, Vice-Presidents.

TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
<u>Library</u>	
1. What has been the significance of federal funds in terms of additions of books and other learning resources to the library?	Recorded Data, Documents.
2. What influence have federal funds had on library organizational pattern and staff specialization?	Question 1: Interview Dean, Division of Instructional Resources.
<u>Student Personnel: Enrollment</u>	
1. What has been the effect of federally funded financial aid on enrollment at the college in terms of numbers and types of students?	Recorded Data, Documents. Question 1: Director of Financial Aid.
2. What portion of the college's funds for student financial aid has been made up of federal funds?	Recorded Data, Documents.
3. How many, or what per cent, of the student body received aid from federal funds?	Recorded Data, Documents.

TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
4. To what extent, if any, has local effort in the provision of student aid been diminished due to federally funded programs of student aid?	Recorded Data, Documents.
5. Have the policies for admission to programs been affected by the federal funds received?	Question 4: Interview Directors, Department Heads, Instructors.
6. How have student records and reporting procedures been affected by federal programs?	Question 1: Interview Dean, Division of Student Services.
7. Have the educational facilities gotten through federal funds in themselves affected enrollment in particular programs?	Question 5: Interview Directors, Department Heads, Instructors.
8. If federal funds have been significant in the college's ability to offer student financial aid, has the magnitude of tuition and fee charges been influenced by this ability?	Question 2: Interview Dean, Division of Student Services

TABLE 11 continued

Questions	Means of Procuring Answer
9. How have college matching requirements for federal student financial aid programs influenced the total amount of such funds made available to the college?	Question 1: Interview Vice-President Business Affairs. Question 2: Interview Director of Financial Aid.
10. What difficulties have arisen in policing repayment of college administered federal loans to students?	Question 3: Interview Director of Financial Aid. Question 2: Interview Vice-President Business Affairs.
<u>Educational Facilities; Buildings and Equipment</u>	
1. To what extent have federal funds enabled the college to undertake building projects earlier than would otherwise have been possible?	Question 15: Interview President, Vice-Presidents.
2. To what extent would the college be faced with using obsolescent equipment and facilities over a given time period had it not been for federal funds?	Question 6: Interview Directors, Department Heads, Instructors.

TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
3. What have been the demands on existing space and facilities resulting from the receipt of federal funds for programs, equipment and materials?	Question 8: Interview Directors, Department Heads, Instructors.
<u>Research</u>	
1. What outcomes and difficulties have been attached to federal research grants given to individuals at the college or to the college itself?	Recorded Data, Documents.
2. What have been the emphases of federally funded research at the college?	Recorded Data, Documents.
<u>College Federal Fund Experience Related to Proposals, Expenditures and Reports</u>	
1. What difficulties have been encountered relative to the timing of (a) application deadlines, (b) project approval, (c) disbursement of federal funds to the institution, and (d) deadlines for expenditures?	Question 8: Questionnaire to College Administrators. Question 7: Interview Directors, Department Heads, Instructors.

TABLE 11 continued

<u>Questions</u>	<u>Means of Procuring Answer</u>
2. What criteria is used in making an affirmative or negative decision to apply for federal funds?	Question 7: Questionnaire to College Administrators.
3. In what ways, if any, does the decision-making procedure for federal projects differ from that which is applicable to college undertakings for similar purposes which are not federally funded?	Question 10: Questionnaire to College Administrators.
4. How does the college become informed about funds available from federal sources?	Question 6: Questionnaire to College Administrators. Question 4: Interview Director of Development.
5. In what ways has the data generated solely as a result of federal requirements been valuable to the college?	Question 6: Interview Director of Development.
6. What difficulties have been encountered relative to generating the necessary data for proposals and reports relating to federal funding?	Question 12: Interview Vice-President Business Affairs. Question 7: Interview Director of Development.

TABLE 11 continued

Questions	Means of Procuring Answer
7. What important administrative differences to the college are there between federal programs that are administered through the State; through Regional federal offices; or directly from Washington?	Question 13: Interview Vice-President Business Affairs. Question 8: Interview Director of Development.
8. What percentage of the proposals submitted for federal funds by the institution have been approved for funding?	Recorded Data, Documents.
9. What difficulties has funding approval by single fiscal years created which funding approval for two or more fiscal years would alleviate?	Question 3: Interview Vice-President Business Affairs.
10. Has the State's congressional delegation been asked to play a role in securing approval of the college's proposals for federal funding?	Question 5: Interview Director of Development. Question 4: Interview President, Vice-Presidents.



Questionnaire and Interview Instruments

Table 11 indicated that both a written questionnaire and personal interviews are employed in this part of the study as a means of gaining useful information for development of a statement of the impact of federal funds on the college. These instruments are presented below as exhibits. More specifically, they are:

- Exhibit A - Cover letter and Questionnaire to College Administrators, including a chart showing the federal funds received by DBJC and a listing of purposes for which these funds were received (this information was compiled and developed as a part of this study).
- Exhibit B - Questions for Interviews with the Collège President, Vice-President Business Affairs, and Vice-President Academic Affairs
- Exhibit C - Questions for Interview with the Vice-President Business Affairs
- Exhibit D - Questions for Interview with the Dean, Division of Student Services
- Exhibit E - Questions for Interview with the Dean, Division of Instructional Resources
- Exhibit F - Questions for Interview with the Director of Development
- Exhibit G - Questions for Interview with the Director of Financial Aid
- Exhibit H - Questions for Interviews with Directors, Department Heads, and Instructors in Programs which Received Federal Funds

The Questionnaire to College Administrators is directed to the members of the Executive Council which is composed of people holding the following positions: President, Vice-President, Business Affairs; Vice-President, Academic Affairs; Comptroller; Assistant to the President; Director of Development; Director of Community Relations; Dean, School of Arts and Sciences; Dean, School of Applied Science; Dean, School of Continuing Education; Dean, Division of Student Services; and Dean, Division of Instructional Resources.

Exhibit A

TO:

FROM: Clint Daniels

SUBJECT: Questionnaire to College Administrators (members of Executive Council) as part of Dissertation titled: The Impact of Federal Funds on the Public Junior College: A Case Study of Daytona Beach Junior College 1963-1969.

Attached is a chart showing the federal funds received by DBJC 1963-1969 as well as a listing of purposes for which the funds were received.

A set of questions related to these funds is also attached. Answers will require written comments, listing, and perhaps some reflection, and hence will impose more than slightly on your time.

Your cooperation in taking the necessary time to make written responses to the items in the spaces provided will be sincerely appreciated.

It is intended that, for the most part, your responses will be considered as being "from administrators" without direct reference to name or position of individual respondents. However, there may be cases where direct quotation will be in order. Therefore, I would like to have your permission to do so. If you give permission to be directly quoted, please initial here: \_\_\_\_\_.

I would appreciate the return of this cover letter and the completed questionnaire in the enclosed envelope through campus mail by Friday, January 15, 1971. The chart and the listings of funds received may be retained for your own files if you wish.

FEDERAL FUNDS RECEIVED BY DBJC  
LISTED ACCORDING TO SUPPORTING LEGISLATION  
FISCAL YEARS 1963-1969\*

Year	(1) HEFA	(2) VEA	(3) EOA	(4) HEA	(5) AEA	(6) NDEA
1962-63	\$	\$	\$	\$	\$	\$ 2,250
1963-64						2,250
1964-65		6,772				3,474
1965-66		59,744	99,875			11,538
1966-67		145,510		41,244	27,000	30,978
1967-68		333,679		38,354	32,199	29,337
1968-69	<u>701,199</u>	<u>199,610</u>	<u>          </u>	<u>75,850</u>	<u>54,500</u>	<u>14,114</u>
TOTALS	\$701,199	\$739,315	\$99,875	\$155,448	\$113,699	\$93,941

\*Explanation of the abbreviations for the federal legislation is as follows:

- (1) HEFA - Higher Education Facilities Act of 1963
- (2) VEA - Vocational Education Act of 1963 and Amendments
- (3) EOA - Economic Opportunity Act of 1964
- (4) HEA - Higher Education Act of 1965
- (5) AEA - Adult Education Act of 1966
- (6) NDEA - National Defense Education Act of 1958

extended

(7) G-BA	(8) MDTA	(9) LEEP	(10) PHSA	(11) CD	(12) VA	(13) TOTALS
\$	\$	\$	\$	\$	\$	\$
						2,250
31,318						33,568
38,379						48,625
						171,157
						244,732
	6,678		32,950		501	473,698
		<u>7,260</u>	<u>51,191</u>	<u>290</u>	<u>567</u>	<u>1,098,581</u>
\$69,697	\$6,678	\$7,260	\$84,141	\$ 290	\$1,068	\$2,072,611

- ( 7) G-BA - George-Barden Act of 1946  
 ( 8) MDTA -- Manpower Development and Training Act of 1962  
 ( 9) LEEP - Omnibus Crime Control and Safe Streets Act of 1968 (Law Enforcement Education Program)  
 (10) PHSA - Public Health Service Act  
 (11) CD - Civil Defense Act of 1950  
 (12) VA -- Veterans Administration Programs

PURPOSES FOR WHICH FEDERAL FUNDS WERE  
RECEIVED BY DEGC  
FISCAL YEARS 1964-69

1. Higher Education Facilities Act - \$701,199

1968-69

Guidance Center Building	\$295,000
Applied Science Building	295,000
Central Air-conditioning Plant	67,000
Renovation of Heating Plant	<u>44,199</u>
Total - 1968-69	\$701,199

2. Vocational Education Act - \$739,315

1964-65

Equipment For:

Surgical Technician	\$ 464
Business Education	5,863
Practical Nursing	<u>445</u>

Total -- 1964-65	\$ 6,772
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1965-66

Equipment For:

Air-conditioning	\$ 6,718
Business Education	9,200
Electronics	11,347
Printing	12,258
Mechanical, Electrical Technician	<u>17,791</u>

Short Course:

Electronics	525
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Travel to Conf. and Visitation:

H. Massey	500
Practical Nursing	225
Business Education	400
Technical Education	152
Apprenticeship	<u>628</u>

Total - 1965-66	\$ 59,744
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## (Vocational Education Act continued)

1966-67Equipment For:

Air-conditioning	\$ 3,875
Auto. Mechanics	3,470
Business Education	4,730
Cosmetology	4,503
Distributive Education	2,020
Drafting	7,073
Gas. Engine Mechanics	830
Millworking	808
Photography	6,467
Printing	11,760
Watch Repair	1,072
Practical Nursing	682
Key Punch Operator	30,875
Welding	2,867
Civil Technician	20,458
Mechanical Technician	16,930
Electronics	6,746
Building & Contracting Technology	4,164
Business Education	1,190
Accounting, Midmanagement, Secretarial Science	<u>14,990</u>

Total - 1966-67 \$145,510

1967-68Equipment For:

Electronics	\$ 6,000
Surgical Technician	1,000
Distributive Education	975
Mechanical Technology	20,840
Watch Repair	1,200
Drafting	2,500
Technical Illustration	4,684

Construction:

Industrial Education Building	<u>296,480</u>
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Total - 1967-68 \$333,679

## (Vocational Education Act continued)

1968-69Equipment For:

Registered Nursing	\$ 1,499
Practical Nursing	575
Mechanical Technology	5,968
Surgical Technician	1,200
Electronics	6,000

Travel to Conf.:

Vocational-Technical	2,016
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Workshop:

Vocational Division Seminar	1,352
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Construction:

Automotive Building	<u>175,000</u>
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Total - 1968-69 \$193,610

3. Economic Opportunity Act - \$99,8751965-66

Work-Study Program	\$ 6,750
Adult Basic Education Program - Salaries, travel, equipment, materials	<u>93,125</u>

Total - 1965-66 \$ 99,875

4. Higher Education Act - \$155,4481966-67

Work-Study Program	\$ 19,268
Library Books	5,000
Art - Equipment & Materials	5,520
The Arts (mainly music instruments, sheet music) plus projectors, films for Social Science, English, Law Enforcement	<u>11,456</u>

Total - 1966-67 \$ 41,244



## (Higher Education Act continued)

1967-68

Work-Study Program	\$ 33,354
Library Books	<u>5,000</u>
Total - 1967-68	\$ 38,354

1968-69

Work-Study Program	\$ 36,613
Library Books	5,000
Educational Enrichment of Senior Citizens of Volusia County (Salaries, supplies, travel, equipment)	6,981
Biology, Engineering, English, Arts Social Science (Lab. & classroom equipment & materials)	<u>27,256</u>
Total - 1968-69	\$ 75,850

5. Adult Education Act - \$113,6991966-67

Adult Basic Education - (payroll and materials)	<u>\$ 27,000</u>
Total - 1966-67	\$ 27,000

1967-68

Adult Basic Education - (payroll and materials)	<u>\$ 32,199</u>
Total - 1967-68	\$ 32,199

1968-69

Adult Basic Education - (payroll and materials)	<u>\$ 54,500</u>
Total - 1968-69	\$ 54,500

6. National Defense Education Act - \$93,9411962-63

National Defense Student Loans	\$ 2,250
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Total - 1962-63	\$ 2,250
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1963-64

National Defense Student Loans	\$ 2,250
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Total - 1963-64	\$ 2,250
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1964-65

National Defense Student Loans	\$ 3,474
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Total - 1964-65	\$ 3,474
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1965-66

National Defense Student Loans	\$ 11,538
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Total - 1965-66	11,538
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1966-67

National Defense Student Loans	\$ 10,440
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Improvement of instruction in academic areas	14,942
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Library materials & microfilms	<u>5,596</u>
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Total - 1966-67	\$ 30,978
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1967-68

National Defense Student Loans	\$ 13,874
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Library materials - Improvement of instruction in reading	13,500
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Adult Programs	200
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Library materials & microfilms	<u>1,763</u>
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Total - 1967-68	\$ 29,337
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## (National Defense Education Act continued)

1968-69

National Defense Student Loans	\$ 14,114
Total - 1968-69	\$ 14,114

7. George-Barden Act - \$69,6971963-64

Electronics, Civil Technology, Building Construction Technology (Salaries and travel of personnel)	\$ 31,318
Total - 1963-64	\$ 31,318

1964-65

<u>Salaries and Travel of Personnel For:</u>	
Air-conditioning & Refrigeration	\$ 549
Auto. Mechanics	2,078
Cabinetmaking	555
Cosmetology	3,365
Horticulture	429
Drafting	4,655
Gas Eng. Mechanics	626
Photography	494
Practical Nursing	272
Printing	3,078
Electronics	21,778
Distributive Education	<u>500</u>
Total - 1964-65	\$ 38,379

8. Manpower Development and Training Act -  
\$6,6781967-68

Professional Nurse Refresher Training - instructional services, equipment, and uniforms	\$ 6,678
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## (Manpower Development and Training Act continued)

Total - 1967-68	\$ 6,678
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9. Omnibus Crime Control Act - Law Enforcement  
Education Program - \$7,260

1968-69

Student Grants	\$ 7,110
Student Loans	<u>150</u>

Total - 1968-69	\$ 7,260
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10. Public Health Service Act - \$84,141

1967-68

Mental Health Technology - teaching costs (salaries, contracted service, administrative support equipment, supplies), and trainee costs (tuition, fees, field trips, stipends)	<u>\$ 32,950</u>
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Total - 1967-68	\$ 32,950
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1968-69

Mental Health Technology - teaching and trainee costs	<u>\$ 51,191</u>
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Total - 1968-69	\$ 51,191
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11. Civil Defense Act - \$290

1968-69

Personal Survival and Disaster Classes - Salary Expenses	<u>\$ 290</u>
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Total	\$ 290
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12. Veterans Administration - \$1,0681967-68

Reporting Fees Received by DBJC	\$ <u>501</u>
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Total - 1967-68	\$ 501
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1968-69

Reporting Fees Received by DBJC	\$ <u>567</u>
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Total - 1968-69	\$ 567
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Questionnaire to College Administrators

1. In what instances have the federal funds received by DBJC 1963-69 helped to solve specific problems you have encountered as an administrator?
2. In what instances have the federal funds created specific administrative problems for you?
3. Some contend that federal funds may infringe on institutional self-governance and local decision making. What evidence, if any, could you suggest where this has been the case relative to your own decision-making in selection of, or control over, students, staff, curriculum, and allocation of college funds?
4. What programs which were started at the college 1963-69 were essentially made possible at that time because of receipt of federal funds for the program itself, or for buildings, equipment, etc.?
5. How have federal funds as a source of finance influenced the organizational pattern of the college?
6. How do you keep informed about funds available from federal sources?
7. What criteria do you use in suggesting an affirmative or negative decision relative to application for federal funds?
8. Please suggest any difficulties you have encountered with federal funds relative to the timing of (a) application deadlines, (b) project approval, (c) disbursement of federal funds to the college, or (d) deadlines for expenditures.
9. Have federal funds influenced you to consider national as well as purely local educational needs in the development of new programs?
10. From your experience, in what ways, if any, does the decision-making procedure for federal projects differ from that which is applicable to college undertakings for similar purposes which are not federally funded?

11. It has been suggested that federal funds may, in some instances, impair academic freedom. Have you encountered any evidence that this might be the case at DBJC?
12. What have been the demands on existing space and facilities resulting from receipt of federal funds for programs, equipment, and materials?

### Exhibit B

#### Questions for Interviews with the College President, Vice-President Business Affairs, and Vice-President Academic Affairs

1. What considerations entered into the composition of the stated philosophy and purposes of the college as found in college catalogs 1963-69? Were federal funds part of these considerations?
2. Consider the budget as a one year plan. Aside from the budget, what longer range planning was undertaken 1963-69. What were the procedures for such planning? Were any of these plans made explicit--that is, put in written form? Was consideration given to federal funds in these plans or in the development of planning procedures?
3. What influence, if any, have federal programs had on the determination of institutional priorities related to development of educational programs and activities, and physical plant?
4. Have there been any cases where the State's Congressional delegation has played, or has been asked to play, a role in securing approval of the college's proposals for federal funding?
5. What has been the college's experience with continuing a program from local resources after the initiating federal grant has expired?
6. How has the planning time involved in establishing new educational programs been influenced by federal funding of programs?

7. How have job descriptions been influenced by federal funds as a source of finance?
8. Is the college committed to the hiring of staff devoted only to the purpose of obtaining federal assistance?
9. What has been the influence of federal funds on the college's salary schedules.
10. What new faculty and staff have been required as a result of receipt of federal funds for programs and facilities?
11. If new positions were created due mainly to the influence of federal funds, did the individuals involved achieve tenure before the federal funds ran out?
12. How would the pattern of expenditure of federal funds have differed had the funds been made available for unrestricted use?
13. Have federal funds resulted in the introduction or continuation of programs which are considered as being of high cost per student?
14. Were the federal funds sufficient to cover the costs of high cost per student programs where federal funds played a role in their introduction or continuation?
15. To what extent have federal funds enabled the college to undertake building projects earlier than would otherwise have been possible?

Exhibit C

Questions for Interview with the  
Vice President Business Affairs

1. How have college matching requirements for federal financial aid programs for students influenced the total amount of such funds handled by the college?
2. What difficulties have arisen in policing repayment of college administered federal loans to students?



3. What difficulties has funding approval by single fiscal years created which funding approval for two or more fiscal years would alleviate?
4. To what extent have federal funds caused college financial resources to be diverted to federally funded purposes from non-federally funded purposes?
5. To what extent have matching requirements been an obstacle to receipt of federal funds?
6. What efforts have been made relative to securing the matching funds necessary in order to obtain federal funds?
7. What effect does the possibility for federal funds have on the amount of uncommitted funds held for contingency purposes?
8. Have federal funds been included in the college's annual budgets or been taken into account in the annual budget making process?
9. Are there instances where federal funds were clearly considered to have freed college funds from a budgeted use and thus enabled these local funds to be put to another use which would not otherwise have been possible at that time?
10. What has been the relationship between funds charged in federal projects for administrative overhead expenses and the actual expenses incurred?
11. Is there any indication of institutional dependence on federal funds either on the whole, or for specific purposes?
12. What difficulties have been encountered relative to generating the necessary data for proposals and reports relating to federal funding?
13. What important administrative differences to the college are there between federal programs that are administered through the State; through Regional federal offices; or directly from Washington?

14. What influence have federal funds had on the accounting practices and procedures of the college?
15. Is there any evidence that federal funds have served merely to compensate for rising costs?

#### Exhibit D

##### Questions for Interview with the Dean, Division of Student Services

1. How have student records and reporting procedures been affected by federal programs?
2. If federal funds have been significant in the college's ability to offer student financial aid, has the magnitude of tuition and fee charges been influenced by this ability?

#### Exhibit E

##### Questions for Interview with the Dean, Division of Instructional Resources

1. What influence have federal funds had on library organizational pattern and staff specialization?

#### Exhibit F

##### Questions for Interview with the Director of Development

1. Federal programs are described as part of the responsibilities of your office. What is your view of the importance of this aspect of the total set of responsibilities assigned to your office?
2. Are there ways in which federal funds have influenced employment and hiring practices at the college?
3. What has been the influence of federal funds on the college's salary schedules?

4. How does the college become informed about funds available from federal sources?
5. Has the State's congressional delegation been asked to play a role in securing approval of the college's proposals for federal funding?
6. In what ways has the data generated solely as a result of federal requirements been valuable to the college?
7. What difficulties have been encountered relative to generating the necessary data for proposals and reports relating to federal funding?
8. What important administrative differences to the college are there between federal programs that are administered through the State; through Regional federal offices; or directly from Washington?

#### Exhibit G

##### Questions for Interview with the Director of Financial Aid

1. What has been the effect of federally funded financial aid on enrollment at the college in terms of numbers and types of students?
2. How have college matching requirements for federal student financial aid programs influenced the total amount of such funds made available to the college?
3. What difficulties have arisen in policing repayment of college administered federal loans to students?

#### Exhibit H

##### Questions for Interviews with Directors, Department Heads, and Instructors in Programs which Received Federal Funds

1. What changes in the content of your program have been enabled by the federal funds received for your program?

2. Do you have any indication that your program might have been discontinued had federal funds not been received for it?
3. In what ways have these federal funds prevented deterioration in, or increased the quality of, your program?
4. Have the policies for admission to your program been affected by the federal funds received?
5. Do you think that the educational facilities gotten through federal funds has affected enrollment in your program?
6. To what extent would you be faced with using obsolescent equipment and facilities had it not been for the federal funds received by the college?
7. Suggest any difficulties you have encountered with federal funds relative to the timing of (a) application deadlines, (b) project approval, (c) disbursement of federal funds to the college, or (d) deadlines for expenditures?
8. What have been the demands on existing space and facilities resulting from receipt of federal funds for programs, equipment and materials?

## CHAPTER VI

### THE IMPACT OF FEDERAL FUNDS ON DAYTONA BEACH JUNIOR COLLEGE FISCAL YEARS 1963-69: REPORT AND ANALYSIS, PART I

The case study of DBJC is divided into two chapters. The present chapter covers the areas of (1) student personnel, (2) buildings, and (3) library. Chapter VII deals with (1) educational program, (2) financial operations; budgeting; accounting, (3) personnel; faculty and staff, (4) purpose and objectives, (5) plans and priorities, (6) organization, (7) administration, (8) research, and (9) college federal fund experience related to proposals, expenditures, and reports. As can be seen, the general areas of concern suggested earlier in the study form the basis for organization. However, the sequence of presentation of these areas has been altered. In the view of the present writer, prior consideration of the major individual areas for which federal funds were received is appropriate before undertaking discussion of concerns related to such comprehensive areas as financial operations and administrative experience which apply to all of these funds and to total

college operations. The following introductory material applies to both chapters.

Some of the material in this chapter and in Chapter VII is based on information gathered in the process of compilation of the list of federal funds received by DBJC reported in Chapter III. That process included review of available documents and recorded data as well as informal unstructured discussions with appropriate individuals.

Chapters IV and V consisted of a report of another phase of the study. Through a review of the literature as well as through solicitation of comments by persons familiar with the concerns involved, a set of questions was developed which formed the basis for (1) organizing data, (2) construction of a written questionnaire, and (3) structuring of personal interviews to be administered to and conducted with selected faculty, staff, and administrators at DBJC.

Thus, the report and analysis that follows are based on information gleaned from (1) a review of available documents and recorded data, (2) informal discussion, (3) a written questionnaire, and (4) structured personal interviews.

All of the structured personal interviews took place on the DBJC campus between December 15, 1970, and January 21, 1971. A portion of the information derived by this means would be considered as general information or knowledge

and hence direct citation of an individual source was not considered as necessary or appropriate. However, where the results of an interview or discussion do involve direct citation the source is noted in the body of the paper. In all cases, the written material was reviewed by the person cited to secure approval and to check accuracy. Further, sections of these chapters were given to appropriate individuals in order to assure that the material was not in error and that documentation was proper. Permission to quote from the written questionnaires was asked for in the cover letter and a place for indicating such permission was provided in the return form.

Each main section begins with a listing of the selected questions appropriate to the particular area of concern. To repeat, these questions indicate important considerations and served as a useful basis for gathering a quantity of information related to impact. The report and analysis which follows in each of these areas includes material based on these questions but is not necessarily restricted solely to the questions, or to answers to them as developed from recorded data and in the questionnaire and interview process. After a thorough consideration, it was the conclusion of this writer that a more comprehensive picture of the individual areas could be developed through the report format selected

than would be possible through the alternative of a more highly structured but less inclusive question-answer presentation.

An attempt was made to restrict the following report to commentary on those questions which proved fruitful in the inquiry. It will be noted that not all of the questions selected for consideration, as listed in Chapter V, and found on various survey instruments are included. The applicability of some of the eliminated questions to a statement of impact of federal funds on DBJC proved, on closer examination, to be tenuous. And in some cases the questions involved information in terms of responses or recorded data which turned out to be inconclusive, unavailable, or in other ways too limited to warrant inclusion. The original selection of questions was based on what was thought to be possible at the institution selected for case study purposes. What follows involves still further selection based on more extensive exploration of possibilities at DBJC and on further exploration of appropriateness of the questions to the purpose at hand. In some cases certain questions have been removed from one major category and placed in another which, after further deliberation, seemed to be more appropriate. In any case, the material in Chapter V did serve as the starting point for development of the report which follows



and even in light of later outcomes, it does not seem inappropriate to have included it unamended.

### Student Personnel

Questions to be considered are: (1) What has been the effect of federally funded financial aid on enrollment at the college in terms of numbers and types of students? (2) What portion of the college's funds for student financial aid has been made up of federal funds? (3) How many, or what per cent, of the student body received aid from federal funds? (4) To what extent, if any, has local effort in the provision of student aid been diminished due to federally funded programs of student aid? (5) How have student records and reporting procedures been affected by federal programs? (6) If federal funds have been significant in the college's ability to offer student financial aid, has the magnitude of tuition and fee charges been influenced by this ability? (7) How have college matching requirements for federal student financial aid programs influenced the total amount of such funds made available to the college? (8) What difficulties have arisen in policing repayment of college administered federal loans to students?

Student personnel services at DBJC include the areas of admissions, registration and records, counseling, financial aid, student activities, and job placement. Considera-

tion of the influence of federal funds involves two of these areas--registration and records, and financial aid.

Federal funds are especially significant in terms of student financial aid, and, as the above questions selected for inclusion in the analysis indicate, the presentation will be mostly concerned with that area. It would be remiss, however, if the matter of veterans' educational benefits, handled through the registrar's office, was not also given some attention even though the federal sums directly received by the college for servicing these benefit programs are relatively small.

#### Student Financial Aid

Several tables are offered in this section as a means of summarizing magnitudes which are useful to picturing the role of federal funds in student financial aid at DBJC, and which answer certain of the above questions posed for consideration.

Table 12 summarizes "Financial Aid to Students at DBJC by Type, Source, and Amount" in the fiscal years covered in this study. The major categories are scholarships, loans, work-study, and certain grants and stipends attached to specific programs. A total of \$460,730 in student financial aid from all sources was disbursed to DBJC students over the fiscal years 1963-69.

TABLE 12

FINANCIAL AID TO STUDENTS AT DEJC  
BY TYPE, SOURCE, AND AMOUNT  
FISCAL YEARS 1963-69

Fiscal Year	State & Local Scholar- ships	L o a n s			Total
		NDSL (1)	FSL (2)	LEEP (3)	
1963	\$ 8,537	\$ 2,700	\$ -	\$ -	\$ 2,700
1964	10,189	2,650	-	-	2,650
1965	9,244	4,525	2,013	-	6,538
1966	9,956	12,819	1,694	-	14,513
1967	31,685	14,250	1,950	-	16,200
1968	58,327	19,765	3,723	-	23,488
1969	<u>61,898</u>	<u>15,175</u>	<u>4,140</u>	<u>150</u>	<u>19,465</u>
Totals	\$189,836	\$71,884	\$13,520	\$150	\$85,554

Abbreviations are:

- (1) National Defense Student Loans
- (2) Florida State Loans
- (3) Law Enforcement Education Program

TABLE 12 extended

<u>W o r k S t u d y</u>			Federal LEEP Grants (4)	Federal MHT Student Stipends (5)	Total
<u>Internal</u>	<u>Federal</u>	<u>Total</u>			
\$ 2,611	\$ -	\$ 2,611	\$ -	\$ -	\$ 13,848
3,816	-	3,816	-	-	16,655
5,028	-	5,028	-	-	20,810
6,466	7,501	13,967	-	-	38,436
5,308	21,409	26,717	-	-	74,602
9,860	39,241	49,101	-	6,130	137,046
<u>11,153</u>	<u>45,767</u>	<u>56,910</u>	<u>7,110</u>	<u>13,940</u>	<u>159,333</u>
\$44,242	\$113,918	\$158,160	\$7,110	\$20,070	\$460,730

Source: Financial Records and Reports  
 DBJC Office of Student Financial Aid

- (4) Law Enforcement Education Program  
 (5) Mental Health Technology Program

Table 13 details that part of the financial aid to students at DBJC which came from non-federal sources. The figures include the required college share of federal programs which in the case of National Defense Student Loans amounts to contributions of 10 per cent of the total, and in the case of the Federal Work-Study Program was 10 per cent in 1966 and 1967; 15 per cent in 1968; and 20 per cent in 1969. There was a total of \$272,713 in non-federal financial aid over fiscal 1963-69.

Table 14 is the federal fund counterpart to Table 13. Explanation of the nature of the programs listed was given in Chapter III. Federally funded aid to DBJC students totaled \$188,017 in the period under study.

Table 15 answers the question of relative portions of the total financial aid to students 1963-69 at DBJC. As a percentage of the overall total of such aid, federal funds accounted for about 41 per cent. However, in fiscal 1966, 1968, and 1969, that percentage was higher. The highest annual federal percentage of the total financial aid given to students at DBJC was the 47.59 per cent reached in 1966.

Table 16 contains the same categories of aid as found in Table 12, but in this case the number of recipients rather than dollar amounts are given. A total of 2,454 students at DBJC over the fiscal years 1963-69 received aid of various types.

TABLE 13

NON-FEDERAL FINANCIAL AID TO STUDENTS AT DBJC  
FISCAL YEARS 1963-69

Fiscal Year	Scholar- ships	College	Florida	Internal	College		Total
		Share NDSL	State Loans	Work Study	Share Federal	Work Study	
1963	\$ 8,537	\$ 270	\$ -	\$ 2,611	\$ -		\$ 11,418
1964	10,189	265	-	3,816	-		14,270
1965	9,244	452	2,013	5,028	-		16,737
1966	9,956	1,281	1,694	6,466	750		20,147
1967	31,685	1,425	1,950	5,308	2,140		42,508
1968	58,327	1,976	3,723	9,860	5,886		79,772
1969	<u>61,898</u>	<u>1,517</u>	<u>4,140</u>	<u>11,153</u>	<u>9,153</u>		<u>87,861</u>
Totals	\$189,836	\$7,186	\$13,520	\$44,242	\$17,929		\$272,713

Source: Financial Records and Reports DBJC Office of  
Student Financial Aid

TABLE 14

FEDERALLY FUNDED FINANCIAL AID TO STUDENTS AT DBJC  
FISCAL YEARS 1963-69

<u>Fiscal</u> <u>Year</u>	<u>Nat'l</u> <u>Defense</u> <u>Loans</u>	<u>Work-</u> <u>Study</u>	<u>Law</u> <u>Enforce-</u> <u>ment</u> <u>Loans</u>	<u>Law</u> <u>Enforce-</u> <u>ment</u> <u>Grants</u>	<u>Mental</u> <u>Health</u> <u>Tech.</u> <u>Stipends</u>	<u>Total</u>
1963	\$ 2,430	\$ -	\$ -	\$ -	\$ -	\$ 2,430
1964	2,385	-	-	-	-	2,385
1965	4,073	-	-	-	-	4,073
1966	11,538	6,751	-	-	-	18,289
1967	12,825	19,269	-	-	-	32,094
1968	17,789	33,355	-	-	6,130	57,274
1969	<u>13,658</u>	<u>36,614</u>	<u>150</u>	<u>7,110</u>	<u>13,940</u>	<u>71,472</u>
Totals	\$64,698	\$95,989	\$ 150	\$7,110	\$20,070	\$188,017

Source: Financial Records and Reports  
DBJC Office of Student Financial Aid

TABLE 15

FINANCIAL AID TO STUDENTS AT DBJC  
FISCAL YEARS 1963-69  
FEDERAL & NON-FEDERAL AMOUNTS AND SHARES

<u>Fiscal Year</u>	<u>Non- Federal Total</u>	<u>Federal Total</u>	<u>Total Non- Federal &amp; Federal</u>	<u>Non- Federal % of Total</u>	<u>Federal % of Total</u>
1963	\$ 11,418	\$ 2,430	\$ 13,848	82.45	17.55
1964	14,270	2,385	16,655	85.67	14.33
1965	16,737	4,073	20,810	80.42	19.58
1966	20,147	18,289	38,436	52.41	47.59
1967	42,508	32,094	74,602	56.97	43.03
1968	79,772	57,274	137,046	58.20	41.80
1969	<u>87,861</u>	<u>71,472</u>	<u>159,333</u>	<u>55.14</u>	<u>44.86</u>
Totals	\$272,713	\$188,017	\$460,730	59.19	40.81

Source: Financial Records and Reports  
DBJC Office of Student Financial Aid



TABLE 16

NUMBERS OF RECEIPTS OF FINANCIAL AID TO STUDENTS AT DBJC  
BY TYPE AND SOURCE OF FUNDS  
FISCAL YEARS 1963-69

Fiscal Year	State & Local Scholar- ships	L o a n s			W o r k S t u d y			Federal LEEP Grants (4)	Federal MHT Student Stipends (5)	Total
		NDSL		Total	Internal		Federal			
		(1)	(2)		(3)	(4)				
1963	49	22	-	22	23	-	23	-	-	94
1964	59	21	-	21	25	-	25	-	-	105
1965	81	27	17	44	37	-	37	-	-	162
1966	68	60	13	73	82	35	117	-	-	258
1967	242	80	16	96	35	113	148	-	-	486
1968	412	80	17	97	41	123	164	-	10	683
1969	341	55	13	69	33	110	143	90	23	666
Totals	1,252	345	76	422	276	381	657	90	33	2,454

Source: Financial Records and Reports, DBJC Office of Student Financial Aid

Abbreviations are:

- (1) National Defense Student Loans
- (2) Florida State Loans
- (3) Law Enforcement Education Program

- (4) Law Enforcement Education Program
- (5) Mental Health Technology Program

By the same token, Table 17, which lists numbers of recipients of federally funded financial aid at DBJC, is similar to Table 13 but covers numbers of recipients rather than dollar sums. A total of 850 students received this federally funded aid with annual numbers jumping from 95 in 1966 to 193 in 1967 and rising to 279 in 1969.

Table 18 answers the question as to relative numbers of "Students Receiving Federal Financial Aid Compared with Total College Credit Enrollment and with Total Numbers Receiving Financial Aid at DBJC." In fiscal years 1963-69, 34.63 per cent of the students who received financial aid received it from federally funded programs, and as a percentage of total college credit enrollment these students represent 4.72 per cent. It can be seen that the per cent of students who receive financial aid each year has increased relative to annual college credit enrollment, and that the per cent of students who receive federally funded financial aid relative to total recipients of financial aid increased each year with the exception of 1968. In fiscal 1963, 5.91 per cent of all college credit students received financial aid. In 1969 the proportion of college credit students receiving financial aid had grown to 22.55 per cent. In fiscal 1963, 23.40 per cent of those students receiving financial aid received it under federally funded programs.

TABLE 17

NUMBERS OF RECIPIENTS OF FEDERALLY FUNDED  
FINANCIAL AID TO STUDENTS AT DBJC  
FISCAL YEARS 1963-69

<u>Fiscal Year</u>	<u>National Defense Loans</u>	<u>Work Study</u>	<u>Law Enforce- ment Loans</u>	<u>Law Enforce- ment Grants</u>	<u>Mental Health Tech. Stipends</u>	<u>Total</u>
1963	22	-	-	-	-	22
1964	21	-	-	-	-	21
1965	27	-	-	-	-	27
1966	60	35	-	-	-	95
1967	80	113	-	-	-	193
1968	80	123	-	-	10	213
1969	<u>55</u>	<u>110</u>	<u>1</u>	<u>90</u>	<u>23</u>	<u>279</u>
Totals	345	381	1	90	33	850

Source: Financial Records and Reports  
DBJC Office of Student Financial Aid

TABLE 18

STUDENTS RECEIVING FEDERAL FINANCIAL AID  
 COMPARED WITH TOTAL COLLEGE CREDIT ENROLLMENT AND WITH  
 TOTAL NUMBERS RECEIVING FINANCIAL AID AT DBJC  
 FISCAL YEARS 1963-69

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<u>Fiscal Year</u>	<u>Total Enrollment College Credit</u>	<u>Total Number of Students Receiving Financial Aid</u>	<u>Recipients of Financial Aid as a % of Total College Credit Enrollment</u>
1963	1,588	94	5.91
1964	1,847	105	5.68
1965	2,329	162	6.95
1966	2,859	258	9.02
1967	3,271	486	14.85
1968	3,146	683	21.71
1969	<u>2,953</u>	<u>666</u>	<u>22.55</u>
Totals	17,993	2,454	13.63

TABLE 18 extended

Number of Students Receiving Federally Funded Financial Aid	Recipients of Financial Aid as a % of Total College Credit Enrollment	Recipients of Federally Funded Financial Aid as a % of Total No. of Students Receiving Financial Aid
22	1.38	23.40
21	1.13	20.00
27	1.15	16.66
95	3.32	36.82
193	5.90	39.71
213	6.77	31.18
<u>279</u>	<u>9.44</u>	<u>41.89</u>
850	4.72	34.63

Source: Registrar; Office of Financial Aid, DBJC

By 1969 that percentage had almost doubled and amounted to 41.89 per cent.

The work-study program has assumed such importance that further explanation is warranted. This program is designed to provide part-time employment to students who need the resultant earnings in order to secure their college education. It is not meant to be a means for the administering institutions to avoid filling regular positions by having students on this program do the work involved. Yet, the impact of work-study students on a college in terms of work accomplished which would presumably otherwise have to be done by other employees could make an interesting study in and of itself. It is true that many of these students are inexperienced in needed clerical and other skills. Further, the regularity of their help is affected by their scheduled college program. But they do perform needed chores and hence must have some impact on the college's operations. The federal share of the federal work-study program has, at a minimum, been 80 per cent of the funds made locally available under that program. Hence, federal funds constitute the bulk of the wages going to the work-study students; students receive needed income; and the collegiate institution derives direct benefits of the student work performed.

No attempt will be made here to assess the work-help

impact of federal funds on DBJC via funds received for the student work-study program. However, since, in the period 1967-69, a minimum of 110 different students had work-study positions each year, perhaps some conjecture on the point suggested above could be offered.

Table 19 presents an approximation of the on-campus assignments of federal college work-study students in fiscal 1969. While some 110 students received funds under the program, not all participated for the full time span covered. Hence, the number of different students exceeds the approximate number of positions involved. The table gives some indication of where on campus the student help may be relatively significant. In order to additionally suggest potential impact, some conjectural computations were undertaken which are presented in Table 20. It suggests the "Number of Work Hours, Work Weeks, and Full-Time Equivalent Positions at DBJC Accounted for by the Federal Share of the Federal College Work-Study Program, Fiscal Years 1966-69." In fiscal 1969, the federal share of the federal work-study funds at DBJC amounted to \$36,614. Students on the program must be paid the federal minimum hourly wage which in that year was \$1.30 per hour. Dividing \$1.30 into \$36,614 gives a total of 28,166 work hours. Assuming a 40-hour week and a straight 52 weeks per year,

TABLE 19

APPROXIMATION OF ON-CAMPUS ASSIGNMENTS  
OF FEDERALLY FUNDED COLLEGE WORK STUDY STUDENTS  
FISCAL YEAR 1969

<u>Assignment</u>	<u>Number of Positions</u>
<u>Learning Resources</u>	
Library	12
Educational Media	2
<u>Student Services</u>	
Admissions	4
Registrar	4
Financial Aid	1
Counseling	5
Guided Studies	2
<u>Business Affairs</u>	
Business Office	2
Director of Services	5
Data Processing	2
Cafeteria	2
<u>Arts and Sciences</u>	
Math and Science Dept.	7
Humanities Dept.	7
Social Science Dept.	1
Physical Education Dept.	6
<u>Applied Science</u>	
Varied Assignments	6
Business Division	3
<u>Community Relations</u>	2
<u>Adult and Continuing Education</u>	3
Total	76

Source: Estimations by Office of Financial Aid



TABLE 20

NUMBER OF WORK HOURS, WORK WEEKS, AND FULL-TIME  
EQUIVALENT POSITIONS AT DBJC ACCOUNTED FOR BY THE  
FEDERAL SHARE OF THE FEDERAL COLLEGE WORK-STUDY PROGRAM  
FISCAL YEARS 1966-69

Fiscal Year	Funds For			Federal Share of Federal College Work Study Program Accounted For:			
	Federal Work-Study Program		Hourly Wage	Student Work Hours at DBJC	Work Weeks (40 Hrs. per Wk.)	Full-Time Equivalent (52 Wks/Yr.) Positions	
	Total	College Share	Federal Share				
1966	\$ 7,501	\$ 750	\$ 6,751	6,751	168	3	
1967	21,409	2,140	19,269	19,269	461	9	
1968	39,241	5,886	33,355	26,684	667	12	
1969	45,767	9,153	36,614	28,166	704	13	

Source: Financial Records, DBJC Office of Financial Aid  
and Office of Director of Services

excluding vacations and holidays, the number of full-time positions which would yield an equivalent number of work hours to those accounted for by students reimbursed by the federal share of the federal work-study program would be 13. There is an abundance of variables involving quantity, quality, type of work, and local pay scales which would have to be included in a detailed analysis of the impact of federal funds on the college in terms of the work performed by work-study students. Much in the way of estimation and conjecture would necessarily be involved. Perhaps the material included here will suffice at least to indicate a potential direction of impact.

Another concern related to student and programs is that federal financial aid to students may act to supplant local efforts in that regard. One of the above questions points to this matter. As far as DBJC is concerned, local effort in provision of financial aid would include both state funds, and funds from the more immediate community served by the college. These can be defined by the term "non-federal financial aid" which is outlined in Table 13. As a total, the non-federal financial aid has increased in every year covered in this study although the rate of increase has varied, and in some of the categories, the annual sum has decreased in certain years. The college share of

the NDSL and Federal Work-Study Programs is dependent on matching requirements and sums allotted to the college. The internal work-study program has, in general, increased despite the sizable increases in that type of aid program under the federal funding. The bulk of the scholarship funds come from local organizations and from individuals. College efforts to stimulate this giving are on a continuing basis and neither federal funds, nor aid derived from other sources, is a central issue.

In sum, there is no indication that the provision of non-federally funded student aid was diminished due to federally funded programs of student aid. The absolute amount of non-federally funded financial aid has steadily increased. However, whether the rate of increase or its direction in terms of types of aid might have been altered had the federal funds not been received in the time span under consideration is problematical.

The following paragraphs give attention to still other areas of concern suggested by the given questions.

This writer could find no evidence that student records, or procedures for handling them, have been altered because of federal funds being received by the college for various purposes.

Tuition and fees have been raised slightly over the

time period covered in this study. However, the ability of the college to offer financial aid has not entered into the deliberations on these charges to students. Alterations have been based on changes in the "package of services" which are included in these charges as well as on college budgetary needs. Perhaps student ability to pay is taken into account in the sense that tuition and fee charges are kept to a minimum based on service costs, and on institutional operational expenditure needs not fully provided for by income from other sources. Where the situation of a student warrants it, tuition charges are waived.

The matter of the influence of college matching requirements for federal student financial aid programs and the total amount of such funds for which the college applies was discussed with DBJC's Vice-President for Business Affairs and with its Director of Financial Aid.

The Vice-President for Business Affairs explained that tax money cannot be used for purposes of loans or as an accommodation. This means that matching funds for loans to students must come from private sources. The college receives such funds from a variety of sources such as the Rotary Club, Kiwanis Club, and the Dog Racing Track. Since the work-study program involves payment for services rather than grants, tax funds can be used for matching purposes

in that program. Both the Vice-President for Business Affairs and the Director of Financial Aid noted that the college applies for federal financial aid to the extent that such funds are deemed necessary to meet estimated student financial aid needs. The requirement for matching funds does not enter into the decision as to the magnitude of funds requested. Matching funds are provided based on what federal funds are eventually received by the college.

The effect of federally funded financial aid on enrollment, or for that matter, the enrollment effect of financial aid given by the college from all sources, is difficult to ascertain. There is a strong presumption that, in light of family income, many students would be unable to meet college expenses and hence unable to enroll without some form of financial aid. Family income in itself is not the entire story. Especially significant is the number of dependents in relation to family income. In fact, eligibility for work-study grants is largely dependent on low family income and the criteria include consideration of number of dependents relative to various income levels.

Students who received financial aid from DBJC would not have received it had a need for such assistance not been demonstrated. The need essentially is that without funds in addition to those presently readily available from other

sources (if any), and especially from the student's family, the student would presumably be unable to attend college. It could be that if DBJC could not offer aid to a student in need of financial assistance, the student might enroll in another school where such aid was available, or the student might secure assistance elsewhere and still enroll at DBJC, or perhaps not enroll in college at all. However, to say that all students who received financial aid from the college would not otherwise have enrolled would undoubtedly be assuming too much.

In order to really answer the question at hand, a poll would probably have to be taken of the students who have received financial aid from DBJC under such federal programs such as NDSL and work-study to ascertain if they would have enrolled had that aid not been made available. This, in many cases, would involve a matter of opinion rather than fact because had these funds not been forthcoming from the college, the student might have undertaken to secure funds elsewhere, and might have been successful in doing so. Such an exercise was not undertaken for purposes of the present study although it might be considered for a study which was more limited in scope.

There is one source of information which might be referred to at this point which supplies some data relating

to the variables involved in the matter under discussion as well as to other portions of this material on student personnel. DBJC participates in the annual Florida Board of Regents Junior College Questionnaire which is administered to incoming students in the fall of year year. The responses to three of the items included in the questionnaire are listed below and are drawn from the report on DBJC for the fall of 1969. Responses to the same questions on the 1968 survey followed a very similar pattern.

5. What is the best estimate of your family annual income?
 

	N = 740	%
1. Below \$3,000	38	5.1
2. \$3,000 to \$4,999	78	10.5
3. \$5,000 to \$6,999	142	19.2
4. \$7,000 to \$9,999	169	22.8
5. \$10,000 to \$14,999	169	22.8
6. \$15,000 to \$20,000	69	9.3
7. Above \$20,000	38	5.1
Blank	36	4.9
Invalid	1	.1
  
6. Approximately what proportion of the costs of obtaining a college education must come from the family income?
 

	N = 740	%
1. None	163	22.0
2. 1% to 25%	200	27.0
3. 26% to 50%	68	9.2
4. 51% to 75%	53	7.2
5. More than 75%	238	32.2
Blank	18	2.4
  
9. Which one of the following reasons was the most important in shaping your decision to enter this jr. college?
 

	N = 740	%
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1. Inexpensive	142	19.2
2. Close to home	198	26.8
3. Friends were to attend here	8	1.1
4. General academic reputation	55	7.4
5. Strong program in intended major	77	10.4
6. Financial aid opportunities	20	2.7
7. General Impression of campus and students	21	2.8
8. Opportunity for independent study	24	3.2
9. I think I can succeed here	79	10.7
10. Other reason	91	12.3
Blank	25	3.4 <sup>1</sup>

These responses are not amenable to easy interpretation.

As explained earlier, family income figures without comparative data on number of dependents are not entirely satisfactory. Further, to estimate proportion of costs which must come from family income without specifying the income is not particularly helpful in interpreting need. In the case of the above data, if one assumes that a family income of \$6,000 or less would be evidence that there would be difficulty in financing the college education of one or more members of the family, then it could be inferred that some 34.8 per cent of the sample of 740 entering students who completed the questionnaire at DBJC in 1969 might require or might have received financial aid in order to enroll and to remain in school. This could mean that financial aid opportunities at the college would be of utmost importance to this group in terms of effect on enrollment. Yet of the same sample of students, only 2.7 per cent listed financial



aid opportunities as being of most importance in shaping their decision to enter DBJC. Of course, this does not infer that financial aid is not strategic to a much larger proportion of the students. Rather, the decision to come to DBJC rests more prominently on other grounds although the possibility for receiving financial aid might be an important secondary factor.

Expense is a significant factor and 19.2 per cent listed "inexpensive" as the most important reason for entering DBJC. Further, 26.8 per cent listed "close to home" which in itself is a large factor in making the college inexpensive. In any case, it might be suggested that 46 per cent of the students indicated that expense was the most important criterion entering into their decision to enroll at DBJC.

None of this commentary on these survey items answers the question of enrollment effect of financial aid. However, it does suggest some of the variables which would probably be involved in development of an answer to the question.

Another of the questions deals with difficulties which may have arisen in policing repayment of college administered federal loans to students. As far as DBJC is concerned, the question relates to the National Defense Student

Loan Program. Reference to some comments on this program as contained in the Manual for Financial Aid Officers, published by the College Scholarship Service, College Entrance Examination Board, and also to some of the explanation contained in the brochure on student financial aid issued by DBJC, will provide a useful basis for discussion of this as well as certain other aspects of the impact of federal funds on DBJC via funds for student financial aid.

According to the College Scholarship Service Manual, the NDSL Program "has had a tremendous impact on higher education in this country."<sup>2</sup> "At many tax-supported institutions, the NDSL Program has encouraged the creation of effective, centralized aid programs where there were no such programs in existence before."<sup>3</sup> It is also explained that while the program is producing change, it involves a "minimum of control from the central government and a maximum of control at the institutional level." In terms of requirements of the institution under this program:

The application that a college completes to obtain its share of funds requires careful documentation of the financial needs of its students. The college must undertake to see that there is no racial or religious discrimination. It must keep meticulous records, which may at any time be examined by authorized representatives of the United States government. However, a very few of the legal and administrative requirements of the Office of Education force the college to take measures it would not, or should not, take with respect to its own funds.<sup>4</sup>

The brochure on Student financial aid published by DBJC describes the NDSL in the following manner:

This is available to full time students in good standing with financial need. Repayment and interest begin nine months after graduation or termination. The interest rate is 3% and the student may take up to ten years to repay. Each year of full time teaching service will serve to cancel 10% of the loan principal and interest up to a maximum of 50% of the total loan. Additional cancellation privileges are provided to teachers of handicapped and disadvantaged students.<sup>5</sup>

DBJC fills out an application to participate annually in the fall for the next fiscal year. The amount received depends upon new federal capital contributions, institutional contributions (1/10), and re-collections. DBJC holds the dollars in trust in what amounts to a revolving trust fund, and the school has the responsibility for collection.

The material quoted above from the College Scholarship Service Manual prompted this writer to look into the development of the financial aid office at DBJC. Prior to 1965 no one individual was designated as a financial aid officer at DBJC. Such aid was handled by the business office and by counselors. Between 1965 and 1968 the Assistant Registrar had the unofficial title of Financial Aid Officer. In November, 1968, the title of Director of Financial Aid was created as a full-time position. In January, 1969, a full-time secretary to the Director of Financial Aid was approved.

It appears that the development of the office of financial aid at DBJC involves a variety of factors which include (1) growth in the numbers of students served by the college, and with financial aid, (2) growth in the amounts of money involved, (3) growth in the number of different federal student financial aid programs, (4) the merger of the Mary Karl Vocational Division into the central administration of the college which placed the burden of responsibility for Mary Karl students on existent offices including additional burden on the Assistant Registrar, and (5) growth in the record-keeping and reporting requirements relating to financial aid--especially those related to federal funds. This listing is perhaps suggestive that federal funds may have been a central causal impetus to development of this office at DBJC as outlined above. The tabular data already presented may lend additional substance to this inference. With participation in various federal programs, colleges are encouraged to centralize financial aid activities, and the activities required as well as amounts of money made available, virtually infer that the office so designated be more than a part-time adjunct to some other activity.

This is not to suggest that establishing financial aid as a separate entity with full-time personnel does not set

up the proper circumstances for exploration and inclusion of additional programs of financial aid and extension of financial aid services. It could be that because such an office was developed, exploration of possibilities in, and larger involvement with, federal programs, and receipt of additional federal funds, followed. In fact, this is partly the case at DBJC, although the evidence mostly lies beyond the time span under direct study here. On the other hand, evidence at DBJC also suggests that substantial annual increases in both the federal work study and NDSL funds received by the college preceded creation of the office as a full-time position---albeit other considerations were also involved.

Discussion with the Vice-President for Business Affairs regarding collection difficulties attached to the NDSL program included comment as follows: While a student is in college he is on a deferred status in terms of repayment of an NDSL. A student may receive a loan in his first year at DBJC, continue on for the two-year degree, transfer to a university, go through a B.A. and possibly an M.A., enter military service, receive an additional year of grace, and take 10 years on top of that for repayment of the loan. All of this may total something like 20 years. In today's society, it is very difficult to keep track of people over

that length of time. Yet, since the college has the responsibility for collection, it faces situations such as this. Moreover, at the present time there is no way by which loans in arrears can be written off the books. Therefore, they must be carried on the books, and this calls for additional clerical labors.

The Director of Financial Aid explained, in an interview with this writer, that the financial aid officer is not held responsible for collection of college administered federal loans. The thrust of the responsibility of the Director of Financial Aid is that of helping students. Efforts to this end might be affected if it included responsibility for loan collection. Thus, the collection is handled by a loan clerk who is actually on the staff of the business office but whose office is adjacent to that of the Director of Financial Aid.

The individual whose responsibilities include the clerical tasks involved with the administration of the NDSL program at DBJC was interviewed by this writer. It was estimated that collection responsibilities account for at least 50 per cent of the work time of the full-time position of Loans Clerk. Bills are issued four times a year. A careful record must be kept of the receipts in a detailed manner including that portion of the payment which goes

toward principal, and that portion which is allotted to cover interest.

A report made in June, 1970, indicated that over 400 present and former students had loans outstanding in a total sum of approximately \$88,000. Of these, 41 were delinquent in loan payments and the sum involved was \$1,176. Delinquent loans require much collection effort. Some students pay as little as \$8.00 per year. When a loan becomes delinquent, notation must be made on each ledger sheet as to what effort was made toward collection. This effort would include letters, phone calls, and tracing efforts.

In some cases, students who receive these loans drop out of school shortly after the loan is made. Thus, the college is left with the problems which might accrue by virtue of the long-term repayment provisions of the program even though the individuals involved were scarcely students at DBJC.

There is one other aspect of the college's experience with the NDSL program which deserves mention. It was explained in an earlier chapter that Volusia County Community College merged with DBJC with the process taking place over the 1965-67 school years. The merger had financial dimensions and resulted in DBJC inheriting the NDSL accounts on the books of VCCC. Many of these were for very small

amounts, had no minimum payment clause, and were in arrears. The result was that DBJC was put on HEW's list of 100 colleges with poor collection records. DBJC made a strong collection effort which included endeavors of tracing, personal visitation, and even involvement in Small Claims Court action in order to clear up these accounts. The college is no longer on this "black list." Although it would be supposed that being on such a list would affect the amount of additional federal funds received by the college under the NDSL program, there is no evidence to suggest that such an effect occurred.

Before turning to veterans' educational benefits, at least the following can be suggested with regard to the foregoing and in addition to it. Beginning with fiscal 1966, the federal government became the largest single donor of financial aid for students at DBJC. The two federal programs of greatest significance in the years covered by this study were the college work-study program and the National Defense Student Loan program. DBJC's experience would indicate that the work-study program has aspects which make it of value to the college as well as to the student recipients. The college benefits from the work done and the student has a ready-made, convenient part-time job opportunity which yields both needed income and varied work



experience. On the other hand, the NDSL program has the aspect of repayment which can and does present a collection problem to the college, requires much clerical effort, and perhaps may also mean a distinct future repayment burden to the recipient.

#### Veterans Educational Benefits

It was explained in an earlier chapter that the impact of GI Bill disbursements on institutions of higher education is acknowledged to be significant. It was reported in a recent publication of the American Association of Junior Colleges that the VA calculated, as of March, 1970, about 30 per cent of all veterans in college are enrolled in junior colleges.<sup>6</sup> Undoubtedly, enrollment at DBJC has been affected by virtue of these funds. However, the scope of this paper is narrowed to include only funds directly received by the school and hence no attempt is made to assess the impact of federal disbursements to veterans who attend the school. Nevertheless, the college does receive annual reporting fees which are designed to defray some of the administrative costs involved in dealing with certain veterans programs, and so it seems appropriate to include some mention of the administrative responsibilities required.

The reporting fee mentioned above is calculated on the basis of \$3.00 for each veteran and Veterans Administration

beneficiary for training under Chapters 34 and 35, Title 38, United States Code. It might be suggested that since DBJC received \$501 in fiscal 1968 and \$567 in 1969, that the sums reflect numbers approximating 167 and 189 students, respectively. These numbers are not really a complete indication of the numbers of students who come under all the veteran programs, but at least they do serve to indicate the numbers of individuals whose veterans educational benefit affairs must be handled by the college's registrar in terms of reporting and advisement responsibilities for the \$3.00 per person fee. The actual expenses to the college in terms of staff time and other outlays are not really amenable to calculation since only a guess can be made as to allocation of time, facilities, and materials for veterans benefits purposes. It is doubtful that the reporting fees received cover actual expenses.

As indicated above, it is the registrar's office which handles application and certification forms for veterans benefits. Since many questions arise relating to completion of these forms, the registrar and his staff must be prepared to answer them. In a sense, they must be experts on veterans laws and interpretation of them. Since the same questions recur, the registrar's office has developed informational handout forms and sheets which help to cut down on staff

time required for such advisement. Examples include a "Veteran Fact Sheet," and a form for giving "Notice of Change in Dependents Status."

College certification is necessary in order for a student to receive benefits. Certification takes place once for both the fall and spring semesters, unless a student makes changes in his program. Certification is made for each summer term separately.

Courses of study must be approved by the Veterans Administration to be acceptable for GI Bill purposes. When a new catalog is issued, it is submitted to the Office of Adult and Veteran Education, Division of Vocational, Technical and Adult Programs, Florida State Department of Education, which supplies to the VA a list of recommended courses of study which meet VA requirements. DBJC then receives from the VA the list of approved courses. Difficulties arise when the timing of development of new courses is such that they are not included in a current catalog. To obtain VA approval, descriptions of these courses must be submitted. In addition, a program that does not operate more than 15 hours a week for a full term is normally not acceptable for certification. While this criterion is met by the full-time day programs at the college, DBJC does offer special programs which are not listed in the catalog

as full-time day programs. These may meet 15 hours a week or more but not extend through an entire term. Examples include qualification courses in such fields as Real Estate and Insurance. When students wish to take such special programs under the GI Bill, and where there appears to be a possibility for certification of currently uncertified courses, application is made. The registrar's office is responsible for handling these matters, and it was suggested to this writer that the process, in some cases, involves much time and paper work because of the necessity of assembling and submitting all the required documents.

Perhaps a simple testament to the presence of problems related to veterans benefits is the file located near the telephone in the registrar's office. The file is labeled "G.I. Problems for Calls to St. Petersburg." The Veterans Administration Regional Office is located in St. Petersburg. Long distance calls are made not infrequently.

#### Buildings

Questions: (1) To what extent have federal funds enabled the college to undertake building projects earlier than would otherwise have been possible; and (2) What have been the demands on existing space and facilities resulting from the receipt of federal funds for programs, equipment, and materials?

Table 21 indicates the construction that was undertaken at DBJC during the fiscal years 1963-69 as well as the federal fund share of this building program. It might be noted that the cost of all new building construction on the DBJC campus up through fiscal year 1967 totaled \$2,234,633. Construction in fiscal years 1968-69 totaled \$3,019,173. Thus, in terms of dollar outlay, the latter two-year period was of great significance relative to total new building construction in the development of the DBJC campus since its inception. This latter two-year span was also the only period within which the college received federal grants for construction purposes. A total of \$701,199 was received under the Higher Education Facilities Act, and \$471,480 was received under the Vocational Education Act. Table 22 serves to summarize additional data on buildings which were partially funded from federal sources. It is this \$3,019,173 building program undertaken over fiscal years 1968-69, partially (38.84 per cent) financed with federal funds, to which the following report and analysis are directed.

In mid-1965 the college received an appropriation of state funds for junior college construction in the amount of \$2,875,284. This was the largest single appropriation received to that date for junior college construction in

TABLE 21

AMOUNT AND PERCENTAGE OF FEDERAL FUNDS  
RELATIVE TO TOTAL COST OF BUILDING CONSTRUCTION AND  
RENOVATION AT DBJC  
FISCAL YEARS 1963-69

Fiscal Year	Buildings Constructed	Total Construction Cost	Federal Funds	Federal Funds % of Total Cost
1963	Bailey Hall	\$ 225,390	\$ -	-
1965	General Office Bldg.	81,466	-	-
1966	Humanities	526,442	-	-
1966	Student Center	414,517	-	-
1966	Library Addition	92,687	-	-
1968	Industrial Education	624,087	296,480	47.50
1969	Guidance Center	819,249	295,000	36.00
1969	Applied Science	818,296	295,000	36.05
1969	Central A/c Plant	190,540	67,000	35.16
1969	Heating Plant (Ren.)	120,183	44,199	36.77
1969	Automotive	446,818	175,000	39.16
	Totals	\$4,360,675	\$1,172,679	26.89

Source: Financial Records, DBJC

TABLE 22

## DBJC BUILDINGS PARTIALLY FUNDED FROM FEDERAL SOURCES

Fiscal Year	Building	College Funds	Federal Funds	Total Construction Cost	Federal Legislation Which Federal Funds Received
1968	Industrial Education	\$ 327,607	\$ 296,480	\$ 624,087	Voc. Education Act
1969	Guidance Center	524,249	295,000	819,249	Higher Ed. Facil. Act
1969	Applied Science	523,296	295,000	818,296	" " "
1969	Central A/c Plant	123,540	67,000	190,540	" " "
1969	Heating Plant (Ren.)	75,984	44,199	120,183	" " "
1969	Automotive	<u>271,818</u>	<u>175,000</u>	<u>446,818</u>	Voc. Education Act
	Totals	\$1,846,494	\$1,172,679	\$3,019,173	

Volusia County. In 1967 there was another state appropriation of \$1,075,501 to DBJC for construction. A few words about these non-federal funds for construction of junior college facilities is in order since the appropriations make it appear that during the time span in which federal funds were received for construction, a total of \$3,950,785 in State funds also was available to DBJC for the same purpose.

The aforementioned appropriations are based on bond issues. The authority to issue such bonds is granted by the legislature to the State Board of Education. Actual receipt of funds by a junior college is dependent, in part, on actual sale of the bonds. The bond issues backing the 1965 appropriation were sold in stages. Hence, the 1965 appropriation of 2.8 million dollars was not actually available to the junior college all at one time and sale of the bond issue backing the 1967 appropriation was such that the funds were not available to the college until after the buildings under consideration here were virtually completed. It should further be explained that use of the appropriated funds which were available at the time included purchase of equipment and construction of parking lots as well as building construction.

In sum, the record of state junior college construction appropriations would indicate that the college received



state funds sufficient to cover the total construction costs of the buildings under consideration here; however, due to the timing of receipt of these funds and to expenditures for other needed uses, the construction which did occur could not have totally taken place had it not been for receipt of federal funds.

Late in 1965 the firm of Caudill, Rowlett, and Scott was employed to undertake a campus planning study to aid the college "in the updating of a long range campus plan for the physical development of the college buildings, parking areas, drives and sidewalks."<sup>7</sup> This study was completed in November, 1966.

During the period in which the planning study was in progress, three buildings were in a "preliminary design phase."<sup>8</sup> These were the Industrial Education, Guidance Center, and Applied Science facilities. After local and state approval of the building plans, bids on the Industrial Education building were received in December, 1966, and the structure was completed in March, 1968. The Applied Science and Guidance Center buildings, together with necessary air-conditioning and heating plant renovation, were all one project, with bids being received in June, 1967, and completion of the structures in November, 1968. While this construction was in process, development of another

building--Automotive--had reached the stage where a construction contract was let in September, 1968. This building was completed in August, 1969.

As Table 22 indicates, federal funds for the construction projects under consideration were received under the provisions of the Higher Education Facilities Act, and the Vocational Education Act. It was explained in an earlier chapter that in accordance with the provisions of the HEFA, a State Commission for Title I was established in Florida and a State Plan was developed. The plan sets forth a method for establishing priority of projects which includes consideration of such magnitudes as expected increase in enrollment, past grants, ability to provide the non-federal share of the total project costs, capacity/enrollment ratios and others. The proposal approval sequence involves consideration by the State Title I Advisory Committee, State Commission, and the U. S. Office of Education. DBJC was well along in the planning and preparation stages for the Applied Science and Guidance Center facilities when an opportunity arose to secure HEFA funds for the project. The funds which were made available had earlier been allocated to another institution which was subsequently unable to qualify for them. When the opportunity for the federal grant arose, DBJC had the necessary plans for buildings well

under way and sufficient matching funds. Hence, the college's application received approval in the amount of \$701,199. The federal funds enabled the college to undertake the entire construction project including construction of central air-conditioning facilities and renovation of the heating plant. Some suggest that had the federal funds not been received, the total building project could not have been undertaken at one time, or if it had been undertaken, the buildings might, of necessity, have been of smaller dimensions.

Because of receipt of funds under HEFA, the college still had some construction money available for further use in 1968. These "left over" funds enabled the college to match a Vocational Education Act grant which permitted construction of the Automotive Building.

The first allocation of the 1965 appropriation to the college provided funds to match the Vocational Education Act monies for the Industrial Education Building.

The essence of the impact of federal funds for building purposes is that the college was enabled to undertake construction projects at an earlier date than finances would otherwise have permitted. In the case of the construction outlined above, it is likely that the Automotive Building would not have been started until some time in 1970 and that

construction projects undertaken in 1970-71 would have been put off to a later date. The building project sequence would undoubtedly have remained the same but the college was able to secure certain of the facilities at an earlier date than would otherwise have been possible.

It can also be suggested that federal funds received earlier replace state funds which would be received at some later time. In other words, as the need for campus facilities diminishes, based on such measures as number of square foot per FTE (148 s.f. per FTE is considered as an optimum goal against which a college's present situation is measured), State appropriations for construction to the college diminish. Basically, then, federal funds permit fulfillment of building needs at an earlier time. While this amounts only to a temporary advantage it does mean that pressures for space brought on by increased enrollments and expansion of programs can be alleviated at an earlier time. It also means that construction can take place at a lower cost per square foot inasmuch as building costs seem to increase with each passing year.

The matter of building costs might be explained a bit further. It is estimated that the cost per square foot for building the Industrial Education Building was \$15.50. The Applied Science and Guidance Center Buildings ran approxi-

mately \$16.00 per square foot. The Automotive Building cost approximately \$22.00 per square foot. Construction projects under way at the college late in 1970 were at a cost of \$34.00 per square foot. On the surface, it appears that costs per square foot have jumped tremendously. However, while they have increased, there are many other considerations which must be accounted for in comparing such figures. The dollar cost per square foot is dependent in part on the size of the project, the amount of site work involved, the nature of the buildings, etc. The Applied Science and Guidance Center Buildings are duplicate buildings and this in itself resulted in savings on square foot costs. It has been estimated, however, that to build these facilities at the present time would involve costs ranging to \$25.00 per square foot. Thus, the federal monies enabled the college to build these facilities at an earlier time when building costs were lower.

Certain additional aspects of the college's involvement with the Higher Education Facilities Act grant deserve mention here. Part of the grant included funds to go toward construction of the Applied Science Building. This building included space for the college's RN and LPN programs. Provisions of the HEFA exclude funds for nursing facilities. Thus, DBJC's application specifically excluded the area in

the Applied Science Building to be used for its nursing program.

Funds for construction of nurse training facilities were available under other federal legislation such as the Nurse Training Act. DBJC did not apply for additional monies under the provisions of this latter Act. Under the provisions of the Nurse Training Act, construction grants could be applied for if the nursing program is accredited in accordance with the definitions in the Act. This was a controversial provision because the National League for Nursing was delegated as the recognized accrediting agency for purposes of the legislation. Junior colleges, however, are for the most part, and for the most part prefer to be, accredited by a single regional accrediting association. The necessity for national accreditation and for individual programs, in this case, in order to apply for funds under the Nurse Training Act, appears to have raised an important issue for junior colleges across the country. The issue raised is that of involvement in separate national accreditation for any number of programs with the potential outcome of a college being faced with a plethora of differing accreditation agencies and processes.

The record and nature of this accreditation controversy can be found in such articles as that entitled "The Crisis

in Accreditation" by Thomas B. Merson in the February, 1965, Junior College Journal. Merson's article, in part, emphasized that "federal legislation has farreaching influence."<sup>9</sup> He refers to the problem of restrictive forces which exacerbate the efforts of junior colleges to develop meaningful occupational programs and writes:

The problem has been intensified by recent legislation in which Congress specifically encouraged and supported specialized occupational programs in junior-community colleges. In this legislation Congress rightfully sought to insure that funds would be allocated to institutions which offered promise of using them effectively. Unfortunately, these safeguards may prove to be costly and inadequate insurance. For example, the wording of the Nurse Training Act, as interpreted by legal counsel, has made almost all of the junior-community colleges which are now conducting associate degree nursing programs ineligible to receive funds under this act because these programs were not accredited by "a recognized body or bodies." The act states: "The term 'accredited' when applied to any program of nurse education means a program accredited by a recognized body or bodies approved for such purposes by the commissioner of education. . . ."<sup>10</sup>

Merson then explains that the commissioner named the National League for Nursing as the recognized body for this purpose but with the possibility of approval of regional accreditation bodies at some later date. As a result:

A number of administrators who are currently involved in nursing education reacted negatively to naming a national, specialized agency since more than a hundred junior colleges which conduct associate degree nursing programs must now seek approval of that agency if they wish to participate in the provisions of the Nurse Training Act. Protestations from these administrators in the form of letters and telephone calls

have been received by the AAJC office, congressmen, the National Commission on accrediting and the commissioner of education. This, obviously, cannot serve as a permanent solution.<sup>11</sup>

Edmund J. Gleazer, Jr., in an article in the September, 1966, Junior College Journal discussed the AAJC's involvement in study and discussion of the accreditation problem. He referred to the wide agreement that

a study of accreditation of vocational-technical programs is imperative. Not the least of compelling factors is federal legislation, such as the Nurse Training Act, which calls for some evidence of quality upon the part of eligible institutions.<sup>12</sup>

It is the understanding of the present writer that later amendments of the Nurse Training Act permitted application by schools which were regionally accredited. The point to be made with relation to DBJC is that application for additional construction funds for the nursing program were not made. Accreditation requirements under the provisions of the Nurse Training Act made application for these funds unattractive.

Another aspect of the Higher Education Facilities Act monies to be noted here is that federal representatives from Atlanta visited the College to make an inspection in connection with final close-out of the project. It was indicated in the original application by the College that some of the students enrolled in programs to be housed in



these new facilities were not high school graduates. One outcome of the close-out inspection was that a request was made that part of the federal funds should be returned inasmuch as they were not to be expended for construction of facilities used by less than post high school students. This request was met with considerable concern by the DBJC administration since the nature of the programs and the students served had been made explicit at the time application was made. The issue appears to have been resolved without the college having had to refund any of the federal monies expended for these projects.

The foregoing serves to answer the first question posed at the beginning of this section, as well as to give some additional perspectives relative to the role of federal funds in the building projects undertaken at DBJC in the time period under present consideration. The second of the two questions listed points to demands on existing space and facilities resulting from receipt of federal funds for programs, equipment, and materials. This question was included as part of the structured interview with Directors, Department Heads, and Instructors. There was little in the way of substantial comment which can be reported in this regard.

It will be noted in a section to follow that, in some cases, equipment purchased with federal funds for vocational

programs was put into storage until the new buildings, which included space for these programs, were completed (Civil Technology, Cosmetology, for example). In most cases, however, the federal funds permitted purchase of needed equipment for which space was already designated or readily available. Only the equipment was previously lacking.

It is sometimes the case that available construction funds through State appropriations have permitted construction of a building at a given time but there has been little in the way of additional funds for purchase of equipment. This points up another aspect of HEFA grants which deserves mention. These grants include provision for a portion of the funds to be utilized for movable equipment for the buildings to be constructed. This was the case with the \$701,199 grant received by DBJC. The federal funds which went for such purposes amounted to \$35,000 of the grant. These HEFA matching funds which represent 33 to 36 per cent of each dollar expended on equipment for buildings may be fortunate in terms of more and better equipment for newly constructed facilities.

The inference of the second question is that one result of receipt of federal funds for purposes other than for construction of buildings might be that of crowding existent facilities, or of causing administrative or instructional

problems relative to allocation and use of existing space. No evidence came to light that this was the case in relation to the federal funds received by DBJC over fiscal 1963-69.

### Library

The two questions posed for consideration of impact of federal funds on the library are: (1) What has been the significance of federal funds in terms of additions of books and other learning resources to the library; and (2) What influence have federal funds had on library organizational pattern and staff specialization?

Under Title II of the Higher Education Act, the college received basic grants of \$5,000 in each of the fiscal years 1967, 1968, and 1969. Under the provisions of this grant, the College must meet both maintenance-of-effort and matching requirements. Maintenance-of-effort refers to expenditures for library materials only and the estimated expenditures for this purpose in the fiscal year in which the application for the grant is made must at least equal the average amount spent for the same purpose in fiscal years 1964 and 1965 or during the two years preceding the year in which the request for a grant is made. Matching requirements are based on similar fiscal year expenditure averages but refer to expenditures for total library purposes including library materials. The estimated expenditures for

the fiscal year in which application is made must exceed the averages in previous years by at least the amount of the basic grant requested.

Table 23 shows that college expenditures for library purposes and for library materials easily met these requirements. Eligibility for the grant was a matter of course rather than one of planned effort. The table also indicates that a maximum percentage, the grants have amounted to a little over 18 per cent of the non-federally funded expenditures for library materials only, and less than 8 per cent of the non-federally funded expenditures for total library purposes in the fiscal years in which federal grants were received.

According to library records, the federal grants were used almost exclusively for books. Accessions of books from institutional funds in the fiscal years 1967-69 averaged about 2,600 volumes per year. From federal funds, the average was about 800 volumes per year. Thus, of an average addition of 3,400 volumes per year over these years, the federal funds accounted for approximately 30 per cent of the total number of books purchased per year. Expenditures for books ranged from 50 per cent to 75 per cent of the total expenditures for library materials in those fiscal years.

The following quotations from narrative reports,

TABLE 23

FEDERAL FUNDS RECEIVED BY DBJC FOR COLLEGE  
LIBRARY RESOURCES COMPARED WITH NON-FEDERALLY  
FUNDED EXPENDITURES FOR LIBRARY RESOURCES

Fiscal Year	Institutional Expenditures (excluding Federal Funds) for Library Purposes	Federal Grants Received by DBJC	Federal Grants	
			% of Total Non-Federally Funded Expenditures for Library Purposes	for Library Materials Only
1964	\$ 37,748	\$ -	-	-
1965	51,299	-	-	-
1966	81,323 (a)	-	-	-
1967	68,544	5,000	7.29	18.52
1968	132,167 (b)	5,000	3.78	12.62
1969	115,000	5,000	4.34	11.11

(a) Increase over 1965 reflects absorption of Volusia County Community College.

(b) Increase over 1967 reflects inclusion of Educational Media Center as part of Library in a reorganization.

Source: Federal Grant Applications and Reports, DBJC, Division of Instructional Resources, and Office of Director of Development

included in fiscal year Annual Program and Expenditures Reports, College Library Resources Grants, by the DBJC Division of Instructional Resources, will serve to indicate the general nature of the expenditure of federal funds involved. A report submitted October 30, 1969, which dealt with expenditures of funds received under the fiscal year 1968 grant, listed specific areas for which books were purchased. The report then continued:

The major emphasis was to build a book and reference library to support our newly created courses in Negro History, HY 215-216. The library's holdings were very meager when these courses were first offered. Many of the individual titles purchased were expensive.

A second area which received considerable support was Vocational-Technical. Most of these volumes were reference handbooks or manuals, and all were checked out on permanent loan to the "Shop Libraries." A greatly expanded program in photography required the purchase of some very expensive books on that subject.

Several important reference books and sets of books were added to strengthen the library's reference collection. These titles included some important sets of new books which would have taxed the library's regular book budget.

In another narrative report dated August 12, 1970, which covered purchases with the funds received in fiscal year 1969, it was stated in part:

The grant was used this year mainly to strengthen the Reference Collection; however, many titles in all subject areas were added. In general, books or sets of books that were highly desirable but too expensive to be purchased from our regular budget were ordered

from the grant. Thus, the entire book collection was strengthened.

It should be noted that the \$5,000 sums were basic grants. Under the provisions of Title II, supplemental and special purpose grants are authorized under certain stipulations which essentially have to do with special needs or with impediments to proper development of library resources. Among the special circumstances which must be considered in application for a supplemental grant are such items as volume deficiency, expenditure per student for library materials, age of library, and expenditure per student for all library purposes. In essence, additional funding is dependent on the extent to which the college can show less than happy circumstances in these, and other, areas. DBJC did not apply for additional funding under these provisions because the special circumstances and criteria outlined in application formats were such that the college could not consider itself a candidate.

It should also be noted that there is no evidence to suggest that the organizational pattern and staff specialization of the library has in any way been influenced by federal funds.

The application format and procedure for a basic grant under Title II are uncomplicated. The college meets the

basic requirements without any particular design to do so. According to both narrative reports and personal interview, the funds received were used to purchase volumes which in many cases were relatively expensive and which therefore might not have been acquired at the time with institutional funds, and which in all cases should be considered as useful additions to the library collection.

Eligibility for a supplemental grant might in itself be considered as an indication of institutional need for federal assistance. In this regard, DBJC does not exhibit the necessary circumstances. Further, as a percentage of expenditures for library materials, or as a percentage of total expenditures for library purposes, the federal funds, even restricting consideration solely to the years in which they were received, are not such as to indicate strategic importance. They are funds in addition to what might be considered as an otherwise reasonably financed operation.

The funds did serve to enhance the library's collection of books, especially in certain selected areas, and at an average rate per year of slightly less than one-third of the total books purchased during the years federal funds were received. It can be suggested that the total of 2,377 books purchased over the three years would represent close to the average number of volumes purchased with institutional funds



in any one given year. This is especially so if one considers that many of the books purchased with federal funds were, according to records, relatively expensive. As indicated above, however, books constitute only a part of total expenditures for library materials, and library materials represent only a part of total expenditures for library purposes.

## NOTES

1. Florida Board of Regents, Junior College Questionnaire, Daytona Beach Junior College (Fall-69, 239, 10/30/69) Questions 5, 6, 9. Junior College Survey, Fall, 1969. Sponsored jointly by The Florida Board of Regents and The Division of Community Colleges, State Department of Education.

2. Manual for Financial Aid Officers, 1967 edition (New York: College Scholarship Service, College Entrance Examination Board, 1967), p. 2-13.

3. Ibid.

4. Ibid.

5. Student Financial Aid (Daytona Beach, Fla., Office of Financial Aid, Daytona Beach Junior College).

6. Special (Washington, D. C.: Office of Governmental Affairs, American Association of Junior Colleges, May 4, 1970), p. 3.

7. Daytona Beach Junior College: Campus Planning Study (Houston, Texas: Caudill, Rowlett, Scott, November, 1966), p. 1.

8. Ibid., p. 30.

9. Thomas B. Merson, "The Crisis in Accreditation," Junior College Journal, Vol. 35 (February, 1965), p. 8.

10. Ibid., p. 6.

11. Ibid., p. 7.

12. Edmund J. Gleazer, Jr., "AAJC Approach: Steps Concerning Specialized Accreditation," Junior College Journal, Vol. 37, No. 1 (September, 1966), p. 5.

## CHAPTER VII

### THE IMPACT OF FEDERAL FUNDS ON DAYTONA BEACH JUNIOR COLLEGE FISCAL YEARS 1963-69: REPORT AND ANALYSIS, PART II

This chapter is a continuation of the case study of DBJC. The introductory remarks contained in Chapter VI apply. This chapter contains material pertinent to, and organized in terms of, (1) educational program, (2) financial operations; budgeting; accounting, (3) personnel; faculty and staff, (4) purposes and objectives, (5) plans and priorities, (6) organization, (7) administration, (8) research, and (9) college federal fund experience related to proposals, expenditures, and reports.

#### Educational Program

Questions to be considered which deal with the educational program are: (1) Are there cases where federal funds were instrumental in causing changes to be made in the content of existing programs of the college? (2) What programs would probably have been discontinued in the absence of federal funds? (3) In what ways have federal funds prevented deterioration in, or increased the quality

of, particular programs? (4) Have the policies for admission to programs been affected by the federal funds received? (5) Have the educational facilities gotten through federal funds in themselves affected enrollment in particular programs? (6) To what extent would the college be faced with using obsolescent equipment and facilities over a given time period had it not been for federal funds? (7) What programs started at the college were essentially made possible at a given time because of receipt of federal funds for the program itself, or for buildings, equipment, etc. (8) Have federal funds exercised an influence on administrative considerations to serve national as well as purely local educational needs in the development of new programs? (9) What has been the college's experience with continuing a program from local resources after the initiating federal grant has expired? (10) How has the planning time involved in establishing new educational programs been influenced by federal funding of programs?

The first six of these questions were included in the structured personal interviews with Directors, Department Heads, and Instructors relative to selected programs in which federal funds were received. The programs selected for specific attention are listed in Table 24. The listing is organized according to the Department or Division, and

TABLE 24

PROGRAMS IN WHICH FEDERAL FUNDS WERE RECEIVED  
SELECTED FOR CASE STUDY PURPOSES  
INCLUDING INTERVIEWS WITH DEPARTMENT HEADS,  
DIRECTORS AND INSTRUCTORS

Departments, Schools and Programs	FY	Federal Funds Received	
		Amount	For
<u>Dept. of Humanities, School of Arts &amp; Sciences</u>			
Music	67	\$ 10,185	Equipment
Art	67	5,520	Equipment
<u>Division of Business, School of Applied Science</u>			
Key Punch	67	30,875	Equipment
<u>School of Continuing Education</u>			
Adult Basic Education	66,67, 68,69	206,824	Equip., Ma- terials, Payroll
Senior Citizens Enrichment	69	6,981	Salaries
<u>Division of Technology, School of Applied Science</u>			
Bldg. & Contr. Technology	64,67	7,664	Equipment
Civil Technology	64,67	33,276	Equipment
Electronics	64,65,66, 67,68,69	66,871	Equipment
Mechanical Technology	66,67,68,69	61,529	Equipment
Technical Illustration	68	4,684	Equipment
Drafting	65,67,68	14,228	Equipment
Watch Repair	67,68	2,272	Equipment

Division of Health and Industrial Education, School of Applied Science

Mental Health Technology	68,69	84,141	Teaching &
Air-conditioning & Refrigeration	65,66,67	11,142	Trainee Costs
Cosmetology	65,67	7,868	Equipment
Printing & Lithography	65,66,67	27,096	Equipment
Professional Nurse Refresher	68	6,678	Instructional
			Services Equip.

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School, under which the programs fall. Also included is a recap of the federal funds which went to each of these programs, including the fiscal years in which the funds were received, the total amount received, and the general purpose to which the funds were put.

In the fiscal years covered by this study, a total of \$676,282 was received for equipment, salaries, and materials for regular and special programs at the college. Of that amount, the programs selected for detailed consideration, as listed in Table 24 represent \$587,834, or 86.92 per cent. The programs were selected not only on the basis that together they constitute a generous sample of the funds received, but also on the basis of personnel involved, sums going to individual programs, and the timing of receipt of funds, all of which affect ease of identification of items on which funds were expended and accessibility of useful commentary on their use.

In a few cases the interview process was unstructured. However, in all cases the presentation on individual programs which follows is designed to provide answers to at least the first six questions. The structured interviews followed the sequence of questions as given, and began with a discussion of the federal funds received for a given program and the specific purposes to which they were put. As

it turned out, comments on changes in content of program were in many cases more reflective of changes in method. Further, in discussion of the first question, answers to the third and sixth questions were often supplied. In some cases the person interviewed was unable to offer comment as to possible discontinuance of the program, or whether funds might have been forthcoming from other sources for the same purposes had the federal funds not been received.

The presentation on each program is a commentary which was developed following interviews and which includes material from review of other sources of information as well. Persons interviewed are noted in the appropriate section and the written commentary was reviewed with that person to eliminate errors in the statement as well as to secure approval for citation purposes.

Two directors whose divisions were particularly affected by federal funds were also interviewed. The discussion with them ranged over the selected programs under their direction. A report of these interviews follows review of the individual programs which apply to the given division.

Questions 7 and 8 were included in the Questionnaire to College Administrators, and Questions 9 and 10 were part of personal interviews with the President and Vice-Presidents of the college. A report is given of the resultant responses.



Some of the commentary relative to certain individual programs may not deal completely with the questions at hand. Some range beyond them. All told, through the process of informal as well as structured interviews, and through additional information from college records, a picture does emerge which will serve to indicate the impact of federal funds on the college relative to educational program.

Department of Humanities, School of Arts  
and Sciences

The programs selected which come under the Humanities Department are (1) Music and (2) Art.

Music. Dr. Hollace E. Arment, Chairman of the Department of Humanities was interviewed.

Federal funds were received for the Music Department in fiscal 1967. The grant was in the amount of \$10,185 which was matched by the College. The funds were used for the purchase of band and orchestra instruments, pianos, and music scores.

Before the federal funds were received, there were only two pianos on campus, one of which was in the auditorium. While some students did have their own musical instruments, the situation was such that band and instrument groups were not possible.

With the addition of five pianos and a variety of

musical instruments, the music program was expanded to include band and ensemble music. Before this time, instrumental instruction was limited to individual lessons in singing and piano. The pianos enhanced instruction in music theory and appreciation, and allowed for the establishment of practice rooms for students. While rooms were previously available, there were no pianos for them. It also became possible to assign a piano to the Physical Education Department for use in Modern Dance instruction.

With the merger of Volusia County Community College the band director from that school became a member of the faculty of DBJC. However, since the College lacked band instruments, this instructor necessarily taught other courses instead. The new equipment led to utilization of a full-time band director specializing in that field. A part-time instructor in piano was also added.

There is no indication that the previously limited program would have been discontinued although the equipment purchased with these funds was needed for a quality program to be offered. Dr. Arment suggested that he had earlier estimated a sum of \$25,000 when asked by the administration as to what it would take in order to develop a sound music program. The federal funds combined with the matching funds by the College came close to meeting expectations and needs.

Both the quality and quantity of the music program were thereby enhanced. They enabled a more complete program to be offered.

The policies for admission to the program were not affected. However, requirements for graduation were expanded to include a minor field in performance. Furthermore, the ability of the College to offer lessons in brass and woodwinds as well as a variety of band and ensemble experience prompted more scholarship aid to prospective students for the music program at DBJC. Before the federal funds were received, there were no music majors.

Art. An interview was conducted with Mr. Hal Yates, Instructor in Art.

In fiscal 1967 the College received a federal grant of \$5,520 which was matched with \$5,521 of the College's funds for a total of \$11,041. These funds were used to purchase equipment and materials for use by the Art Department in teaching crafts, ceramics and sculpture. Included were an electric kiln, spray booths, and ceramic, silversmith, and enameling tools.

The effect on the content of the program was to expand it to include ceramics and sculpture which were not previously offered. These are now an integral part of the program. Further, it enabled the offering of craft courses

to the community and these classes are in large demand. Specifically, the courses added were Crafts I and II, and Sculpture I and II. Due to the addition of these courses, and to the demand for them, an additional instructor was added to the department. Furthermore, general crafts is a requirement in the Mental Health Technology program; thus, the ability to offer these courses affected not only the content of the art curriculum but became an element in another program as well.

These funds had no effect relative to avoidance of obsolete equipment. Rather, equipment and materials were added which were not previously available.

Division of Business, School of  
Applied Science

In fiscal 1967, \$30,875 in federal funds was received for purchase of equipment for the Key Punch Program in the Division of Business. Key Punch is the only program in that division chosen for attention here although some other programs in the division also received federal funds. This program was discussed with several individuals in order to secure information relative to the importance of federal funds.

Mr. William Hawthorne, Director of Health and Industrial Education, offered the following with regard to the

Key Punch Program: Before the federal funds were received, this program was taught on rented machinery and students were required to pay high fees. Schools are in a difficult position in terms of lease of such equipment. The lease was for thirty days a month and the expense involved would imply that the machines should be almost continuously in use. Instructional programs and college calendars are not permissive of such use. As a result, the program was discontinued for a short time due mainly to the leasing expense as well as to the attendant necessity of charging relatively high fees. Nonetheless, the usefulness of such a program was indicated, and need was easily shown, when the opportunity for federal funds to be put to that purpose was presented.

Mr. William Nixon, Director of the Business Division, suggested that the federal funds made the present program possible. The key punch machines and one verifier were purchased and this has allowed some 90 to 100 persons per year to complete training in that area. Additionally, the key punch machines are used in other programs, such as computer science and accounting, and hence their impact on curriculum extends beyond the key punch program itself.

Mr. Philip Goldhagen, Director of Development, commented that personnel requirements at the Apollo Support facilities

at General Electric, located nearby the college, may have been a central factor in terms of establishing a need for the program at DBJC. Openings existed, but there was a shortage of qualified key punch operators. This prompted a suggestion that DBJC offer training in that area.

Further commentary was not immediately accessible.. It was the determination of the present writer that the above would suffice at least as an indication of the importance of federal funds to the Key Punch Program. Mr. Goldhagen pointed out that federal funds led to the development of the Apollo Support facilities in Daytona Beach, which in turn led to needs for trained personnel which were in short supply. This impacted DBJC, ending with receipt of federal funds by the college for the needed educational program. This program, then, serves as a good example of the not uncommon circumstance of federal funds applied in one direction causing certain needs to be created which lead to needs in another direction, which in turn cause federal funds to be applied in that new direction as an aid to meet the need created earlier.

#### School of Continuing Education

Two programs under this School were selected for attention here: (1) Adult Basic Education and (2) Senior Citizens Enrichment.

Adult Basic Education. Mr. Bernard Smith, Director of Basic Education, was interviewed for the purpose of developing the following commentary.

In fiscal year 1966, DBJC received \$93,125 under the Economic Opportunity Act to cover salaries, travel, equipment, and materials for the Adult Basic Education program. In fiscal 1967, under the Adult Education Act, a grant of \$27,000 was received to cover payroll and materials. In fiscal 1968, \$32,199 and in 1969, \$54,500 in federal funds also went to this program. In sum, during the years covered in this study, a total of \$206,824 in funds under federal programs was received for the purpose of instruction in adult basic education.

The DBJC catalog describes the adult basic education program in the following manner:

The Adult Basic Education Program provides opportunities for the under-educated adult to acquire meaningful knowledge, skills and understandings in the basic areas. Of all basic skills, the ability to read, to understand well and do basic arithmetic is the most directly and closely related to achievement, progress and satisfaction in meeting the current needs of everyday life--in the home, in the school, on the job, or in the community. To offer an instructional program which will stimulate the adult to undertake further educational courses, classes are held on the campus, in school centers off campus, and in other facilities which best serve the needs of the community.<sup>1</sup>

With the advent of the Economic Opportunity Act of 1964, polls were made to determine educational levels of adults in

various communities. In Volusia County, the schools were polled for information on parental level of education and a house-to-house survey was also undertaken. It was discovered that about 20,000 adults in Volusia County had less than an 8th grade education. Proposals for funds under the federal program were made by the County Board of Education and resulted in DBJC receiving the initial grant. The funds were put to the purpose of teaching the three R's and to bring adult students to an 8th grade level of education.

Before the federal funds were received, courses in Adult Basic Education were offered under the auspices and budget of the Adult and Continuing Education Division. About 10 such classes were given each year. These classes meet twice a week for a total of six hours and are designed to run on a year-round basis if funding permits. They are taught, for the most part, by part-time personnel.

The federal funds enabled expansion of the program such that Adult Basic Education was set out as a separate administrative entity under the Division with its own Director and with full financial support being based on those funds. Some 2- to 25 additional classes were enabled which could not have been offered otherwise. Further, free instructional materials were made available to students, which was not the case before. Many visual and other teaching aids were also



made possible under the new funding. In sum, the content of the courses was affected, the number of classes which could be offered was greatly expanded, the administrative organization for the program was changed, and the funding for the program was based on federal rather than non-federal sources.

It appears that the method of disbursing the federal funds to the College for this program has been something less than fully satisfactory. Although a total grant sum may be appropriated to the College, actual disbursements are made on an interim basis for smaller and varying amounts. Expected funding, at times, is not always forthcoming. When the federal funds are not received, the program reverts to funding under the regular adult education budget with the result that the extent of the adult basic education is lessened in terms of numbers of classes and number of months per year that classes can be offered. In the years under consideration such switching back and forth has been required more than once. Planning for operation of the program, even for periods less than a year, is made difficult due to the vagaries attached to source of funding and extent of funds made available.

Senior Citizens Enrichment. Mr. John Rhodes, Director, General Enrichment, was helpful in providing information on this project.

Application for funds under Title I, Higher Education Act of 1965, for "A Project to Extend the Program for the Educational Enrichment of Senior Citizens of Volusia County, Florida," was made by DBJC in April, 1967, for the fiscal year 1968. Total project costs were listed as \$12,538, with the federal contribution to be in the amount of \$6,200. The project was approved but was not funded until April, 1968, too late to be utilized for the proposed program in that fiscal year. A grant was made available again to DBJC for the same purpose for the period July 1, 1968, through June 30, 1969, and was then extended to run through December 31, 1969, until most of the funds allocated were spent. Due to increases in salary costs (the bulk of the funds were for salaries) the same program cost was \$13,247, with the federal share amounting to \$6,981. The actual program ran from February to December, 1969, and all but some \$800 was expended. Although the original application was in the spring of 1967, only four month's worth of the total program fell within the time frame of the present study.

As part of the requirements of funding under Title I, the institution must submit an evaluation of the funded program at the end of each fiscal year. For the fiscal year ending June 30, 1969, the College's report included a narrative summary which was as follows:

This program has been effective and during the four months of operation, February - June, 1969, inclusive, it reached 638 people and was 39.4% complete. Participation began with 28 at the first class in February, was greatest in March and April, declined in May and leveled off in June with 15 at the last class on June 23rd.

July and early August classes are minimal (same as June) and it is anticipated attendance will increase in September, and rise during the fall months.

On May 5, 1969, authority was requested to extend the project into FY 69. Such authority was granted on May 9, 1969, to continue the project through December 31, 1969.<sup>2</sup>

The funds were used to extend DBJC's offerings of classes for senior citizens in the areas of arts and crafts, consumer economics, physiology, physical fitness, and community problems. Over the entire period covered by the grant, some 19 additional classes and short courses were added. Seven regular teachers, as well as seven additional new teachers for short courses were involved. The classes were held mainly in off-campus locations.

As part of application for funds, the college must certify that the proposed program would not be otherwise available. The additional classes had not been offered before the federal funds became available. A proposal to extend federal funding for this purpose was not successful. However, nine of the classes added were continued with non-federal funding when the federal funding ended. These classes reflected continuing community needs.

It might be suggested that the paperwork and correspondence required by virtue of the timing of the original grant and the need for time extension to expend the funds fills a reasonably large file. In terms of the class offerings, a known need at the time was existent and, as indicated above, part of the need turned out to be on a continuing basis. The college funds budgeted for classes of this general type at that time were not sufficient to cover the projected needs and the federal funds made it possible to do so.

#### Division of Technology, School of Applied Science

The programs to be considered which come under this division are (1) Building and Contracting Technology, (2) Civil Technology, (3) Electronics, (4) Mechanical Technology, (5) Technical Illustration, (6) Drafting, and (7) Watch Repair.

Building and Contracting Technology. Mr. J. W. Ingle, Instructor in Technical Education, was interviewed.

This program received a total of \$7,664 in federal funds with approximately \$3,500 being received in 1964 under the George-Barden Act, and a little over \$4,000 being received in 1967 under the Vocational Education Act. For purposes of analysis it is difficult to separate clearly and completely the equipment purchased with these particular

funds from other equipment used in the closely related Civil Technology program (also purchased with federal funds). However, these particular funds were applied toward purchase of Scott testing equipment, parallels and drafting machines, calculators, blueprint reproduction machinery, and a Tinius-Olsen compression tensile testing machine.

The instructor in this program felt that had the federal funds not been received, this equipment would not have otherwise been available. Previous to receipt of the funds the only equipment available to the program were tables in a drafting laboratory. The Scott testing equipment enabled the addition of a one-hour laboratory in statics. The parallels and drafting machines, commonly used in industry, replaced the need for students to purchase T-squares and other drafting equipment, which not only made the program less expensive for the students but also enabled them to become familiar with the equipment used in industry. The blueprint reproduction machinery made it possible for the student actually to see how this work appeared when reproduced. The calculators allowed the students to speed up their work, accomplish more during a given span of time, and therefore, permitted a greater coverage of material in the time allotted. The compression testing machine allows for testing of concrete and other materials and hence is

important for laboratory experience in the area of materials testing. This latter piece of machinery may have been very significant in making possible the introduction of a concrete technology program at DBJC.

The policies for admission to the program have not been affected. The visual impact of the equipment on the students may affect interest, but the impact on enrollment is probably negligible.

Civil Technology. An interview was held with Mr. James S. Aldrich, Instructor in Technical Education.

The Civil Technology program received \$11,000 in 1964, most of which was used to purchase the Tinius-Olsen machine mentioned in connection with the Building and Contracting Technology program, as well as some surveying equipment. In 1967, \$20,458 was also received for this program and was used to purchase a triaxial machine, a self-leveling level, a machinery saw, and several smaller pieces of equipment used in concrete and asphalt testing. This latter equipment was placed in storage until completion of new facilities for the program in 1968. The instructor felt that this equipment could not have been gotten if purchase had been dependent on funds from non-federal sources.

The Civil Technology laboratories were described as being an instructor's paradise in terms of equipment.

However, enrollment in this program has decreased. The College is prepared, but the students have not been forthcoming. Most of the technology programs have courses in common and the equipment outlined above is used for more than one program. Yet, due to small enrollment all of this equipment is not utilized at the present time to the full extent possible. It might also be mentioned that the tri-axial machine really belongs in junior and senior level college work, according to the above instructor, but it is felt that a student should receive some training on it even though in a two-year program such as that at DBJC.

Electronics. An interview was conducted with the Chairman of the Electronics Department, Mr. J. H. Goffe.

The Electronics Program has received a total of \$66,871 over the fiscal years 1964 through 1969. In response to a request for a listing of some of the equipment purchased with these funds, Mr. Goffe suggested instead that we walk through the electronics laboratories and he would point out the equipment purchased with federal funds or through federal surplus property programs. The importance of the federal role would be made clear in terms of what was left. Given this statement the tour was probably redundant to making the point that in both dollar amounts and physical magnitude most of the equipment for this program came from

federal funds. There were virtually no dollars from non-federal sources for purchase of the kind of equipment needed. It has allowed for "hands-on" learning on the part of the students. Before the equipment was purchased instructors were "only able to talk about it." With the equipment, "the students could do it."

While the program probably would not have been discontinued, it would have been difficult to keep it rolling without laboratory equipment, and it was apparent there was no way other than federal funds for getting it.

Student qualifications for admission to some electronics course work may have been slightly upgraded due largely to the nature of instruction possible with the laboratory equipment. Enrollment has undoubtedly been affected. The quality of the program, due in part to the equipment and facilities involved, leads employers to make it a point to recruit at DBJC. Graduate employability does impact enrollment.

With regard to using obsolete equipment, the Chairman of the Department pointed out that the College makes considerable use of surplus equipment available through Camp Blanding. Nonetheless, the growth of transistors in the electronics industry requires that the newer equipment be purchased from manufacturers. Transistorized equipment can



seldom be obtained through surplus purchases. Without federal funds, the transistorized equipment would not have been obtained for the program.

Inception of the Electronics Program at DBJC pre-dates the time frame of the present study. However, it might be noted that federal funds in the amount of \$7,000 were received and were used to purchase surplus equipment at Camp Blanding. This got the program started. Practically everything used in the program in its earlier development was gotten from government surplus property sources. The presently well-equipped electronics laboratories at the college testify to the importance of both federal funds and federal surplus property to the Electronics Program at DBJC.

Mechanical Technology. Interview with Mr. Raymond E. Moore, Instructor in Physics and Mechanical Technology.

A total of \$61,529 was received over the fiscal years 1966 through 1969 for the Mechanical Technology Program. The initial grant was for \$17,791 and without that grant the program would likely not have been started.

Mr. Moore made use of a U. S. Office of Education publication on recommended course content and equipment for Mechanical Technology Program. From this, the necessary equipment for starting the program was determined. These necessary pieces of equipment included a tape controlled

milling machine, a grinder, and a welder. The only equipment then available at the College was one lathe purchased from surplus. The federal grant made purchase of the necessary equipment possible and without the federal funds this machinery could not have been purchased. Hence, the program could probably not have been started at the time.

In 1968 a Machine Shop program was started at DBJC. The equipment used in this program is very expensive but parallels the equipment used in Mechanical Technology. The existence of the machinery already used in the Mechanical Technology program made the Machine Shop program a ready possibility when local demand for it was made apparent.

Technical Illustration. Mr. James Kennedy, Instructor in Technical Education, was interviewed.

In the fiscal years covered by this study, \$4,684 in federal funds went for purposes of the Technical Illustration program. Some of the funds were used to purchase a projector, screen, and a blackboard drafting machine. These items are used in teaching descriptive geometry and advanced engineering drawing. They made it possible to increase the scope of material covered and altered the technique of presentation by allowing for slide presentations and blackboard drafting demonstrations. The ability to include such illustrative materials prevents stagnation of these courses

and probably makes them more popular with students. It is estimated that about 30 per cent of the material presently part of the descriptive geometry course is made possible through use of the aforementioned equipment.

Drafting. Interview with Mr. Duane Smith, Instructor of Drafting.

The federal funds received for the Drafting program were received in 1965 (\$4,655), 1967 (\$7,073), and 1968 (\$2,500). The 1965 amount was spent on small drafting tables, parallel bars, and board covers. The 1967 and 1968 funds were used to purchase additional drafting tables, some of which replaced the earlier small tables. Also purchased were drafting machines, a light table, a tracing table, and assorted visual aids.

Until federal funds were received, the instruction in the Drafting Department was carried out on homemade equipment provided by the Woodworking Shop. The drafting machines updated the program. These machines cost approximately \$125 each and it was the instructor's feeling that without federal funds these would not have been purchased. The visual aid, including an overhead projector, made better visualization of material possible.

There is no indication that the program would have been discontinued had federal funds not been received. The

course has been reduced in length over the years covered by this study, but there is no connection between that and the federal funds received.

Watch Repair. Mr. Joseph Little, Instructor in Watch Repair, was interviewed.

The Watch Repair program received federal funds for equipment in the amount of \$1,072 in 1967, and \$1,200 in 1968. The main items purchased with these funds were a lathe, and an ultrasonic cleaner. The lathe enabled instruction in manufacture of parts, and the ultrasonic cleaner made it possible to offer instruction using the latest equipment as found in industry. The items supplemented existing equipment. The main effect on the content of the program was that greater depth of coverage on various facets of watch repair was made possible.

The instructor felt that funds for this equipment would not have gone to the program had they not been made available from federal sources. It was also indicated that some earlier requests for equipment have been met with the suggestion that it would depend on the federal funds which the College would receive in the upcoming year.

Special comment was made on the air-conditioned, humidity-controlled facilities in which the watch repair program is now housed. The building was one constructed, in

part, with federal funds. The program previously was in a temporary barracks type building and there was considerable deterioration of material and equipment--especially rusting of delicate watch parts.

Interview with Mr. Ed Ek, Director, Division of Technology. The federal funds have gone into equipping laboratories in the various technical programs. This equipment is used to reinforce the theory being taught in the classroom. During the years under consideration, DBJC, as other junior colleges, emphasized construction of buildings and development of the campus with funds available for non-operation purposes. This often meant that in given time periods, few additional non-federal funds were available for purchase of equipment. Therefore, federal funds for equipment were critical.

It is doubtful that any program would have been discontinued had the federal funds not been received. However, there is the possibility that the school would have lost students in technical programs inasmuch as industry is interested in hiring students who have had training and experience on appropriate equipment. Such training is strategic to the quality of a program. It appears that industrial recruiters are attracted by schools which offer technical programs which involve training on equipment similar

to that used in industry. An adequate technical program, then, requires that the equipment used for teaching purposes be comparable to that used in industry. Toy substitutes will not do. Many such items of industrial technical equipment are individually quite expensive, sometimes running into thousands of dollars. Available funding, other than from federal sources, would not be sufficient to provide such equipment to the extent needed for quality technical programs.

Federal funds have been instrumental in development of two levels of instruction in certain programs. For example, there is an Associate in Science degree program in electronics which requires that students possess a good ability in science and mathematics because those skills are needed in order to use some of the sophisticated pieces of equipment involved. There is another program in electronics which leads to a certificate, and which makes use of less sophisticated equipment, and hence requires a lesser degree of mathematical and scientific skill. Such a dual program requires that each has adequately equipped laboratories. Federal funds have helped to make this possible.

Earlier, when federal funds were made available for technical programs, the federal government provided a list of recommended equipment for such programs. The State,

which had a hand in the distribution of federal funds, took this list as being required, rather than recommended. Many of the items of equipment listed were inferior inasmuch as they did not correspond with the quality of equipment used in industry at the time. Through the efforts of representatives of industry and colleges, usage of such a list to determine allocation of funds was discarded and, as long as a school had industrial advisory committees, they were allowed to go their own way in terms of requests for equipment.

There is a direct relationship between the amount of federal funds received, and the degree to which modern equipment can be purchased by the College for technical programs. The laboratories for these programs are presently well equipped. Had it not been for federal funds, this would not be the case.

Division of Health and Industrial Education,  
School of Applied Science

Five programs in this Division were selected for review: (1) Mental Health Technology, (2) Air-conditioning and Refrigeration, (3) Cosmetology, (4) Printing and Lithography, and (5) Professional Nurse Refresher. The last named program was essentially a short course offering, federally funded, and not an on-going program at the College.

Mental Health Technology. Funds for this program were received under the auspices of the National Institute of Mental Health. A three-year grant was made to DBJC in June, 1967, and hence, the funding extended beyond the time frame of the present study. In fiscal 1968, \$32,950 was received, and \$51,191 was received in 1969. The funds covered teaching and trainee costs including salaries, travel, student stipends, contracted services, and some equipment. The program began at DBJC as a direct result of the federal grant. The following commentary regarding Mental Health Technology is based on discussions with Miss Louise Atty, Chairman, Department of Mental Health Technology, Mr. Philip Goldhagen, Director of Development; and also on written reports.

In a paper presented at the 50th Anniversary Conference of the American Association of Junior Colleges in March, 1970, Miss Atty discussed the evolution of the Mental Health Technology program at DBJC. She explained:

The development of the MHT program at Daytona Beach Junior College was conceived quite by accident in January, 1965. I was doing some graduate work at that time while a nursing instructor in mental health at DBJC. A requirement for the course I was then taking was to develop a new curriculum - in other words I was encouraged to let my fantasies run wild and to develop a new course of study. I submitted a program for what I called, then, a "psychiatric technician," which was to take two years study at DBJC. I was rewarded for my efforts with an "A," and promptly filed the fantasy away once the course was terminated. I almost threw it in the wastebasket.



Six months later, the Daytona Beach Guidance Center announced its intention to apply for support from NIMH for a Community Mental Health Center, and I realized at that time that my fantasy curriculum could possibly become a reality. Many discussions, many interviews, and many planning sessions followed, and the fantasy program became a reality, and was funded for three years by NIMH in June, 1967.<sup>3</sup>

Apparently the forms which had to be completed in order to apply for the federal funding were extensive. Development of the proposal required efforts extending over a nine-month period. The NIMH sent representatives to the campus to assess the situation. A staff member and an independent evaluator gave favorable recommendations. The project was funded with certain parts amended and certain areas negotiated and within the funds available to NIMH. The original proposal for funding for a five-year period was approved only to the extent of three years.

DBJC was the first junior college to be funded under NIMH for Mental Health Technology. In a summary of the project written June 1, 1970, Miss Atty explained:

Since the inception of this program, and because it is an experimental project of N.I.M.H., we have been a referral to well over 100 colleges and technical schools for detailed information regarding development, curriculum, educational philosophy and process, clinical training, progress and problems. This has been done through correspondence, as well as consultation visits by many potential program directors.<sup>4</sup>

The number of students participating in this program

was deliberately limited because of the nature of the training which includes much in the way of group and practical experience. In 1968, 10 students were admitted to the program and in 1969 another 13 were admitted.

This is an innovative program and as explained above, the exact nature of the funding for it which will transpire at the expiration of federal funds is something determined beyond the time period covered by this study. It might be suggested, however, that the federal funding was more generous than local funding for a similar program would probably permit.

Air-conditioning and Refrigeration. Mr. Charles Maybeck, Instructor in Air-conditioning and Refrigeration, supplied the information for this section.

In 1965 the program received \$549 under the George-Barden Act. In 1966, under the Vocational Education Act, \$6,718 was received and in 1967, \$3,875. Mr. Maybeck was the first instructor in this program, which began at DBJC in 1963 as an evening course and was expanded to a full-time day program in 1964. His initial response regarding the impact of federal funds was that "they made the program." At first, only a room containing benches, but with practically nothing in the way of tools and equipment, was made available. Lack of funds meant that in order to obtain

equipment for teaching purposes, it was necessary to use discarded items, borrow tools from other programs, and for the instructor himself to supply most of the tools and equipment for the program. Some small allocations for equipment were made out of regular funds, but these were minimal. Repair work for the general public served not only as a source of income for supplies but also provided "back door" equipment for teaching purposes. Parts purchased for these repairs would be charged to the program's account and when payments were received for the resulting repairs, which included a mark-up on the parts, these were deposited to the program's account. Thus, it was possible for a program to earn its own funds, use some of them to pay for needed tools and equipment.

In 1965 the possibility for some federal monies arose but it was suggested that chances of getting them were very slim and that if anything was received, it would be a very small amount. Mr. Maybeck made a proposal for \$549 to be used for a walk-in unit and coil. Funds for this purpose were received. The following year when the possibility for federal funds again appeared, it was decided to request almost \$11,000 worth of equipment. This was to be used for the purpose of buying materials for construction of wood refrigeration cabinets, for component kits, and for con-

densing units. The condensing units related to the cabinets and component kits as an engine does to an automobile, yet this connection apparently was not clear because condensing units were not funded. However, \$6,718 was received for purchase of the kits and cabinets. The following year, with another application, \$3,875 was received for the purchase of the necessary condensing units.

The result of all this was that the A-C and Refrigeration Department has excellent teaching aids which allow students to assemble and disassemble refrigeration units, and to trouble shoot, when for teaching purposes, defects are put into the units. While it is true that several pieces of equipment in the lab are commercial items donated to the school, and also that items for repair "come in through the back door," these manufactured items are not built as instructional devices to be assembled and disassembled frequently. Hence, the teaching units, made possible through federal funds, allowed students to become familiar with all refrigeration components; to deal with any number of types of defects; to actually install components; and to build an operational unit of any type. This equipment has been considered as a model by the State in terms of laboratory teaching devices in this subject area.

There is no indication that the program would have been

discontinued had federal funds not been received or that the addition of this equipment affected admissions policies in any way. There is a possibility that enrollment has been affected inasmuch as entering students seem to be very aware of the nature of the laboratory work which is part of the program. Had the funds not been received, it is unlikely that obsolete equipment would be used for teaching purposes. It is likely, however, that this would be manufactured equipment which, as explained above, is very difficult to work with on a continuing basis for teaching purposes.

The equipment made possible by federal funds meant that there was no longer dependence on what came in the "back door" to provide actual experience for the students. It became possible not only to discuss all aspects of refrigeration, but to follow up at any given time with practical exercises designed to aid the student in familiarization, installation, and servicing of refrigeration equipment.

Cosmetology. Interview with Hazel Finney, Instructor in Cosmetology.

Federal funds of approximately \$3,000 were received in 1965 for equipment for basic cosmetology instruction. Approximately \$4,800 was received in 1967 and was used to purchase hydraulic chairs and hair dryers.

The nature of this program is such that 75 per cent of the training is done on patrons. The federal funds enabled purchase of equipment which, combined with building facilities, also purchased in part with federal funds, made Cosmetology a virtual showplace as far as vocational training facilities are concerned. The result is not only an abundance of patrons, but many of a "higher class" than might otherwise be the case. Students can, therefore, get additional practical experience in "high fashion" styling involving use of more expensive and varied cosmetic materials.

There is no indication that the program would have been discontinued in the absence of federal funds or that policies for admission have been affected. There is a strong possibility that enrollment has been affected in that prospective students seem to be attracted to DBJC's facilities when compared to those of other "beauty schools" in the immediate area.

The equipment purchased in 1967 was for use in the yet to be completed Applied Science building; therefore, for a period of a year the equipment was put in storage and not used.

Printing and Lithography. Interview with Mr. Patrick Cleveland, Instructor in Printing.

In 1965 the Printing program received \$3,078 under the

George-Barden Act. In 1966, \$12,258, and in 1967, \$11,760 was received under the Vocational Education Act. The total amount received was \$27,096 for equipment. Items purchased with these funds include a Heidelberg Press, priced at about \$12,000; a paper cutter, and a Chief-17 Press at \$4,000, each; and other items such as a plate burner for around \$850 and a plate sink costing around \$500.

Mr. Cleveland was an instructor in this program before the federally funded equipment had been received and when he arrived at the school, virtually all of the equipment in the program was practically obsolete. He described the situation as being a well-equipped high school industrial arts facility but one which was outdated. Letter press printing in terms of hand composition and platen press work was taught; hence, the skills were nearly obsolete since these procedures were fading out of use in the industry. The new equipment enabled instruction in offset printing and without the federal funds this would probably not have been possible even up to the present time. There was a 100 per cent change in the content of the program--from instruction in letter press to modern offset printing. There was no indication that the program would have been discontinued without the equipment financed by federal funds but there is some indication that the rationale for continuing it might have

included consideration of having on-campus printing services. As far as impact on enrollment, the average number of students each year has not changed positively, but the instructor felt that the quality of student has changed. Perhaps this is due, in part, to the higher degree of skill needed for offset printing as opposed to that required for letter press.

Professional Nurse Refresher. This was a project funded under the Manpower Development and Training Act. A total of \$7,720 was involved with federal funds in the amount of \$6,678 and the remainder in State funds. Of the total, \$7,063 went for instructional services, \$222 for fixed charges, and \$134 for equipment. The following information on this project is based on review of available documents as well as on a discussion with Barbara Warren, R. N., Chairman of the Nursing Education Department.

The essence of the project was to offer updated training to unemployed or underemployed Registered Nurses who had not practiced nursing for some time. The training was for a seven-week period and two sections ran from March 4, 1968, to April 19, 1968, and another two sections were offered April 29, 1968, to June 14, 1968. Between 40 and 45 persons took this training.

The impetus for application was based on DBJC's Nursing



Department Chairman being contacted by the Florida Nurses Association. The Florida Nurses Association in coordination with MDTA coordinators in the Florida State Department of Education set up the planned program. On the local level, the coordination was between DBJC and the Florida State Employment Service.

A full-time staff member of DBJC's nursing department served as administrator of the program but this was beyond usual duties rather than in place of some of them. Two part-time instructors were used; however, they were not part of DBJC's faculty.

One aspect of the project in particular appears to have required a considerable amount of paper work for the college. About \$500 of the amount funded for this project was for purchase of uniforms for the participants. The participants had to furnish invoices for their purchase and apparently a maximum amount of \$12 was allowed per person. A careful record of these receipts and amounts had to be kept. Further, in some cases, participants purchased non-allowable items in addition to the uniforms (slips, for example) although the receipt was in an amount under the maximum allowed. In these cases, where reimbursement had already been made, the college had to contact the individuals by mail and request payment from them for the disallowed

items. The point here is that a great deal of administrative time and expense must have been required to process this relatively small aspect of the project alone. In addition, the records include correspondence indicating problems of timing of purchase orders and receipt of equipment within the grant period.

The administration of the financial aspects in terms of record-keeping, correspondence, and reporting, when viewed in the light of the sums involved and the extent of the project, was the markedly undesirable part of the college's involvement in this project.

Interview with William Hawthorne, Director, Health and Industrial Education. With regard to changes in the content of programs enabled by federal funds, Mr. Hawthorne noted that the changes were often in method rather than in content. With Printing, however, the change was in content. The Printing Department was using hand-fed letter press printing machines, some with manufacturing dates of 1911 and 1912. With the federal funds, offset printing machinery was purchased and this enabled a dramatic content change.

In earlier years, customer work was extremely important in the vocational areas. For example, before federal funds were received for the Air-conditioning and Refrigeration program, there was a need to wait for refrigerators to come

in for repair. Those that did come in might require repair work which did not coincide with the particular phase of instruction at hand. Federal funds enabled the purchase of common laboratory equipment which made possible a controlled series of activities with measurable outcomes and with all students working on the same equipment.

There were a few grants prior to Fiscal Year 1963; however, there were no funds budgeted for equipment. Equipment for the most part was purchased with funds earned through student production activities. This was not necessarily bad in that students learn while they earn the funds and they learn to assemble machinery and equipment purchased with the funds. This was bad in that the teaching sequence was necessarily somewhat haphazard. Much equipment was purchased from federal surplus. The what and when of such purchases was dependent on what happened to be available at the time. If "farbs" were available, then teaching would be undertaken on "farbs."

Printing is the only program which might have been discontinued had federal funds not been received. This would follow from a lack of students due to the teaching of obsolete skills. Policies for admission to programs have not been changed.

Mr. Hawthorne felt that educational facilities, includ-

ing buildings, gotten through federal funds has undoubtedly affected enrollment. The new buildings replaced older barracks type buildings which were improperly heated, lighted and which lacked air-conditioning. They were not designed for an educational situation. Viewed in terms of the other buildings on campus, they gave a second class status to vocational students.

### Interim Summary

The foregoing was pointed toward provision of answers to the first six of the ten questions posed at the beginning of this section on Educational Program. A few general comments may be appropriate at this point.

In most cases, interview responses relative to the first question included either implicit or explicit answers to the third and sixth questions as well. Interviews on programs began with an outline of the federal funds received and the uses to which they were put. This was followed by asking "What changes in the content of your program have been enabled by the federal funds received for your program?" This netted the sort of information sought in questions three and six, as well, and these latter two questions were therefore somewhat redundant. It should also be noted that, as suggested earlier, responses relative to changes in content often pointed more toward changes in method.

With regard to the second question--although several programs would have been seriously handicapped had federal funds not been received, their discontinuance was not indicated. Certain special programs such as the Professional Nurse Refresher, solely based on federal funds, were discontinued. The number and scope of class offerings within some programs has fluctuated with alterations in federal funding (Adult Basic Education; General Enrichment, for example).

In some cases, by virtue of receipt of federal funds, the nature of a program was considerably upgraded in terms of skills required for successful completion. While there was no particular indication that formal policies for admission to programs had been affected by federal funds received, it was suggested that there had been noticeable increase in the quality of students enrolling in certain of these programs. Cause-effect in this regard is tenuous. Similarly, statements as to the enrollment effect of educational facilities gotten with federal funds deal in the realm of possibilities only. The assumption is that a positive enrollment effect would have occurred. It is likely that resultant employability based on learning latest skills on equipment used in industry, or on well-formulated teaching devices, could affect enrollment. Handsome equipment

in laboratories, shops, and classrooms housed in modern buildings would seemingly make programs attractive. However, in several programs exhibiting all of these characteristics annual enrollment has dropped. Of course, where this has been true, it might have dropped to a greater extent. As noted in the section on student personnel, educational facilities are seldom given as the prime reason in determinations to enroll at DBJC.

Responses of College Administrators to Questions on Impact of Federal Funds Relative to Initiation of Programs and to Considerations of National Educational Needs in Development of Those Programs

The foregoing report and commentary on programs selected for study will also serve as reference for consideration of questions seven through ten. The present subheading deals with questions seven and eight.

The only programs whose start at DBJC can be directly and solely connected to the influence of federal programs and receipt of federal funds were Mental Health Technology and the short interval of Professional Nurse Refresher training.

In several cases, federal funds made possible addition to the number and variety of classes offered under programs already in operation. For example, federal funds for Adult Basic Education greatly extended the number of courses

offered and led to establishment of a separate area within the Division of Adult and Continuing Education for their administration. Federal funds for Senior Citizens Enrichment extended the number and types of courses offered under the General Enrichment program.

Secondary effects of federal funds relative to inception of new programs might be considered in connection with Concrete Technology and Machine Shop. DBJC was selected for institution of an industry backed Concrete Technology program by the National Concrete Technology Curriculum Project. It was one of only a few schools chosen in the country. Equipment on hand, purchased with federal funds for other technical programs such as Civil Technology and Building and Contracting Technology, was apparently significant to the choice. The Machine Shop program, while begun by virtue of local demand, was readily possible due to the well-equipped Mechanical Technology laboratory made possible by federal funds. It appears that the start of the Mechanical Technology program itself was largely made possible at the time by federal grants for necessary initial equipment.

To serve local needs is also to serve national needs since the former falls within the composition of the latter. Local needs need not be of national significance but they

do set the prime boundaries for programs offered at a college whose raison d'etre is to serve the local community. At DBJC, and with reference to question seven, administrative considerations related to development of new programs are directed first to local educational needs. National needs would be of secondary significance. There are undoubtedly several possible influences which may lead to extending the scope of consideration in program development to include national educational needs. The influence of federal funds in this regard is apparently negligible at DBJC. Only with reference to deliberations on the Mental Health Technology program, which included a parameter of national educational needs, was there evidence that federal funds exercised an influence to consider such needs in development of a new program.

Commentary on Continuance of Federally Initiated Programs After a Grant Has Expired; and the Influence of Federal Funds on Planning Time Involved in Establishing New Educational Programs

Within the time span of this study DBJC did not experience the problem of continuing a program, initiated with federal funds, beyond the grant period. In some cases, as in Adult and Continuing Education, a federal grant did lead to a phasing out of some classes which were initiated with federal funding. However, the general program, of which



they were a part, preceded them and remained. Problems of funding with regard to Adult Basic Education are detailed elsewhere in this chapter.

The question on impact of federal funds on planning time for new programs was not particularly revealing. It was based on the notion that the possibility for federal funding for a new program might prompt haste in its development in order to meet federal application deadlines. There is not evidence that this has occurred at DBJC. Further, even if an example could be given, what time is to be counted as "planning time" in development of a program? Whatever the choice, the time would likely vary widely from program to program. Thus, there is little real basis for comparison of relative haste.

#### Financial Operations; Budgeting; Accounting

The questions to be considered are: (1) To what extent have federal funds caused college financial resources to be diverted to federally funded purposes from non-federally funded purposes; (2) What effect does the possibility for federal funds have on the amount of uncommitted funds held for contingency purposes; (3) To what extent have matching requirements been an obstacle to receipt of federal funds; (4) Have federal funds been included in the college's annual budgets or been taken into account in the annual budget-

making process; (5) Are there instances where federal funds were clearly considered to have freed college funds from a budgeted use and thus enabled these local funds to be put to another use which would not otherwise have been possible at that time; (6) What has been the relationship between funds charged in federal projects for administrative overhead expenses and the actual expenses incurred; (7) Is there any indication of institutional dependence on federal funds either on the whole, or for specific purposes; and (8) What influence have federal funds had on the accounting practices and procedures of the college? The commentary that follows is based mainly on an interview with the Vice-President for Business Affairs at DBJC.

The essence of the question on diversion of funds lies in the possibility that funds originally allocated to one purpose may be shifted to another differing purpose to meet matching requirements for federal funds received for that other purpose. There are no examples where this has been the case at DBJC. If original budget allocations in a given direction turn out to be insufficient to meet matching requirements on federal funds received after budget adoption, then extra funds are made available from other budgeted accounts. These would include contingency and unappropriated reserve allocations, or in some cases, State construc-

tion funds. While funds from these accounts would represent a change from the original budget, they would not represent a diversion of funds from one educational purpose to another differing one. There is no evidence to suggest that federal funds for any one program department, or division, in any way caused shifts in funds allocated for any other program, department, or division.

Decisions as to the amount of uncommitted funds to be held for contingency purposes have not been based on considerations of possible receipt of federal funds involving matching provisions. Further, there have been no cases where matching, or maintenance of effort, requirements have presented an obstacle to the college in terms of ability to secure federal funds.

Question four points to the relation between federal funds and the college's annual budget and its budgeting procedures. The only time that federal funds are included in the budget is if the College has received a letter indicating that funds have been allocated to the College by a given federal agency. An amendment is made to the annual budget if such notification is received after a given budget goes into effect. In sum, federal funds which have actually been authorized and approved are included in the budget, either in the original document, or as an amendment. Applications

for federal funds which are only in the proposal stage are not included in the budget.

The budget-making process begins with departmental requests and includes an extended sequence of meetings and discussions by the College's Budget Committee and others. It is the understanding of the present writer that some speculation is necessary with reference to the income which will be forthcoming from State and Local sources. The magnitude of a given present annual income is a variable of some significance in planning the budget for the year to follow. Conjecture on federal funds, which are far less predictable than are the normal sources of support based on legislative appropriations but on formulas too, is undoubtedly limited. It appears that while the possibility for future receipts from federal sources can be reasonably assumed, variations in their extent, timing, and purposes, are such that they are not generally taken into account in the annual process of developing the College's budget.

The fifth question explores the possibility of federal funds freeing already budgeted college funds so that they could be put to a use not otherwise possible at the time.

Each year, every department receives an allocation in the budget. Even if federal funds to be used in a given program are received during the year, the originally allo-

cated funds remain in the budget. However, there is no carry-over of unspent budgeted funds from one year to the next, and all funds unspent by a department are "thrown into the pot" at the end of the year. Federal funds could result in some college funds not being spent for an originally budgeted use, but tracing the eventual use of these particular funds, and determining that funds would not have otherwise been available, would be a difficult task. Federal funds for buildings seem to have had a sort of "snow-ball effect." For example, federal funds put toward construction of the Guidance Center and Applied Science Buildings saved some state construction money and enabled the College to apply those funds toward the Automotive Building which otherwise could not have been put under construction at the time. State construction funds were freed by the federal funds received. Details in this regard are to be found in the section on "buildings" in this chapter. Consideration includes savings in terms of building costs.

Question six is concerned with how well funds allocated to cover administrative overhead expenses in federal projects actually cover the expenses incurred. It is suggested that the funds received for the NDSL program do not defray the costs involved. However, administrative efforts in reference to other federal projects are so coupled with

other work that delineation of specific expenses incurred would be conjecture.

The institution is not dependent on federal funds in a strict operational sense. It has already been pointed out, however, that federal funds have been of major importance to the extent, quality, and content of many programs offered by DEJC. Reference is not only to the comprehensive funding of Adult Basic Education and Mental Health Technology but also to the federally funded equipment found in the vocational-technical areas. It could be suggested that perhaps dependence on federal funds applies not so much in terms of ability to produce programs per se but rather to produce them to their present breadth and depth.

Money from State tax sources cannot be used for purposes of loans. Hence, in terms of student financial aid, loans would not be made if federal money were not received for that purpose.

The final question listed above suggests that federal funds may have had some influence on the accounting practices and procedures of the college. The number of accounts has, of necessity, been increased. Separate project ledgers are necessary in accounting for special funds. However, the same sort of accounting procedure is required for certain state funds, for example, those for construction.

A separate accounting procedure is necessary for the NDSL program in order to enable completion of year-end reports. This program virtually requires a separate book-keeping system.

#### Personnel; Faculty and Staff

Questions pertaining to faculty and staff are: (1) How have job descriptions been influenced by federal funds as a source of finance; (2) Is the college committed to the hiring of staff devoted only to the purpose of obtaining federal assistance; (3) Are there ways in which federal funds have influenced employment and hiring practices at the college; (4) What new faculty and staff have been required as a result of receipt of federal funds for programs and facilities; (5) What has been the influence of federal funds on the college's salary schedules; and (6) Are federal funds considered to have impaired academic freedom at the college?

The only job descriptions found in the Faculty Handbook which explicitly include federal matters are those of the Director of Development and the Director of Financial Aid. They are stated as follows:

The Director of Development is a staff officer responsible to the President. He formulates educational specifications for new buildings, submits proposals for federal and foundation grants, and makes recommendations concerning general campus development. He also serves as Equal Employment Opportunity Officer.<sup>5</sup>

The Director of Financial Aid is responsible to the Dean of Student Services and for administration of student financial aid programs. He counsels interested students concerning programs of financial aid, serves as chairman of the Financial Aid Committee, keeps records of applications, and maintains statistical records for federal, state, and local reports.<sup>6</sup>

Occupants of many positions at one time or another get involved in federal projects. Their involvement ranges from initial proposals to final reports. Clearly, job descriptions need not explicitly include reference to federal matters for this to be the case. However, aside from the above, there is no indication that job descriptions have been influenced, either explicitly or implicitly, by federal funds as a source of finance.

As stated above, part of the job of DBJC's Director of Development is to submit proposals for federal grants. But this is only one facet of the duties of that position. It does not appear that the size of the institution and the nature of the programs offered are such that it is committed to hiring staff devoted only to the purpose of obtaining federal assistance.

An interview with the Director of Development yielded the following with regard to the influence of federal funds on employment and hiring practices at the college: Since the college receives federal funds it is considered to be a



federal contractor and therefore comes under Equal Employment Compliance standards. The result is pressure to hire minority group personnel in all positions. The Director of Development has been named as the Equal Employment Opportunity Officer and among other activities has made visitation to Black campuses in an endeavor to recruit Black faculty. The College was also required to develop an affirmative action plan in this regard.

The question on new faculty and staff required as a result of federal funds yielded information more in line with organizational positions which may have been created than strictly on added personnel. The section in this chapter which deals with organization contains commentary on this point. Aside from formalized organizational structure, it might be suggested that it is a reasonable assumption that some additional clerical help was made necessary, in part, because of federal funds. However, because of the general growth of the college it is difficult to directly relate federal funds to specific instances of added clerical personnel.

Federal funds have had no influence on the college's salary schedules. This is not to say that job changes influenced by federal funds may not have resulted in a different salary going to particular individuals. For example,

the Director of the federally financed Mental Health Technology program had formerly been an Instructor in the Nursing program. It should also be noted that salaries are written into some federal projects and where this is the case the rules are that they must be in concert with the overall schedule of the institution.

It is the opinion of the present writer that what would constitute an impairment of academic freedom is in the nature of personal judgment. Specific interpretations of the concept differ. Question six, above, was included because, in the literature, it was expressed as a concern related to federal funds and higher education. The item was included in the Questionnaire to College Administrators at DBJC and the answer was uniformly no. Had this writer been asked the same question the answer would also have been that academic freedom at DBJC has not been negatively affected by federal funds.

#### Purpose and Objectives

The question posed for consideration is: In what way have federal funds influenced the composition of the philosophy and objectives of the college?

In the years 1963-69 the philosophy and objectives of DBJC as stated in the college catalogs (1962-63) - (1969-70) remained the same. It was developed before much of the

federal legislation under which DBJC received funds was in existence.

Although the statement was not changed through the time span covered in this study, it was reviewed on more than one occasion. In any case, the statement is based on educational rather than financial considerations. Federal funds had no influence in its composition. Therefore, it seemed to the present writer that inclusion of the statement here would not be germane in the present context.

#### Plans and Priorities

The questions chosen for consideration were: (1) What influence, if any, have federal programs had on the determination of institutional priorities related to development of educational programs and activities, and physical plant; (2) What attention is given to federal funds in the college's long range plans; and (3) How have procedures for planning been changed because of federal deadlines and schedules? These questions were encompassed in the interviews with the College President and Vice-Presidents. The first question was included as stated above. However, the second and third questions were combined into a single item as follows: Consider the budget as a one year plan. Aside from the budget, what longer range planning was undertaken 1963-69? What were the procedures for such

planning? Were any of these plans made explicit--that is, put in written form? Was consideration given to federal funds in these plans or in the development of planning procedures?

In the time span under present analysis there were no formal procedures for planning for periods beyond that of one-year budget. The nature of the College's financing appears to have been a factor which may have discouraged extensive efforts in terms of long range planning. The school is funded on an annual basis and funding formulas as well as variations in legislative appropriations are virtually beyond local control. Further, until 1968 the Adult and Vocational Divisions of the College were under the financial aegis of the County school system.

Long range planning, then, appears to have taken the form of priorities which would be realized when funding materialized, with the latter being largely problematical in any explicit long term sense. Federal funds are not thought to have influenced decision making related to priorities or projected sequence of events. As indicated in earlier sections, federal funds did influence the timing of actualization of priorities. However, they did not influence the nature of the priorities.

The long range planning that did occur seems to have

revolved largely around matters of physical plant. Following passage of the Vocational Education Act, the possibility for funds for vocational buildings was suggested by the State Department of Education. The first step in this direction involved developing plans for such buildings on the local level. Thus, the possibility of receiving funds led to the development of what was described to this writer as simply sketched building plans by the Vocational Division of DBJC. Detailed educational specifications were not developed, but rather a laundry list of projected needs for programs and drawings of areas to be used and required for programs was effected. This was a preliminary exercise which was undertaken in light of the possibility of some future allocations for buildings for vocational programs. Further, there is a difference in perspective between specifications for individual buildings as compared to reference to long range plans for development of physical plant. It is the latter which is more applicable to the questions stated above.

The only study document expressly related to long range planning during the 1963-69 period at the College was the Campus Planning Study completed by Caudill, Rowlett, and Scott, in 1966, which was designed to update the long range campus plan for buildings and grounds. This document was

discussed in the section on "buildings" in this chapter.

The above questions were designed to explore the possible impact of federal funds on the College's long range plans and priorities, and on the procedures for developing them. This writer could find no evidence to suggest that plans, priorities, or attendant procedures, written or unwritten, were influenced by federal programs or funds in the 1963-69 period.

### Organization

The questions posed for consideration with reference to organization are (1) How have federal funds as a source of finance influenced the organizational pattern of the college, and (2) Does the college have an office whose primary responsibility is to deal with federal programs? The first of these questions was included in the Questionnaire to College Administrators, and an answer to the second question was developed through information from DBJC's Faculty Handbook and discussion with the College's Director of Development.

In retrospect, the first question was subject to misinterpretation. Reference to organizational pattern was meant to apply to the changes which might be apparent on organization charts. Yet, it was interpreted by some to refer to "who does what." Changes in, or additions to, the duties or functions assigned to particular positions may

transpire without there being any change in organizational structure as such. Thus responses to the question ranged from "none at all" to a listing of presently established positions which may well have been affected by federal funds in terms of assigned duties.

From the information gathered relevant to other sections of this chapter, as well as from responses to this particular question directed to college administrators, it appears that at least three positions were strongly affected by federal programs and funds due to administrative needs and requirements generated. Specifically, these organizational positions are those of the Director of Development who is given the responsibility for developing proposals for federal grants; the Director of Financial Aid, whose responsibilities have been greatly expanded due to federal programs of financial aid for students, as discussed earlier in the section on Student Personnel; and the Director of Basic Education under the Division of Adult and Continuing Education, a position noted earlier in this chapter in the section on Educational Program.

It is probably duties assigned rather than symbols on an organization chart which are of strategic importance in assessing the impact of federal funds on the college. Organizational pattern, in terms of a chart, may shed some

light on the subject but it may also be misleading inasmuch as the pattern may not have changed while duties assigned within that given pattern may have been altered significantly.

The second question may also leave something to be desired. Federal programs have many aspects to them including proposals, administration of the resultant funds, and record keeping and reporting requirements. To talk about "dealing with federal programs" is not terribly specific. However, the question does deal with specifics in the sense that it asks about an office whose primary responsibility is that of dealing with federal programs. Certainly, in one way or another, many offices on campus deal with the aspects noted above.

Probably the best approach to finding an answer would be in terms of job descriptions which denote areas of responsibility. It might be better to have asked the question as to whether any of these job descriptions assign federal programs the area of prime responsibility.

The following quotation is from DBJC's Faculty Handbook:

The Director of Development is a staff officer responsible to the President. He formulates educational specifications for new buildings, submits proposals for federal and foundation grants, and makes recommendations concerning general campus



development. He also serves as Equal Employment Opportunity Officer.<sup>7</sup>

The only other job description that contains specific mention of federal programs is that of the Director of Financial Aid. One part of his stated duties is to maintain "statistical records for federal, state, and local reports."<sup>8</sup>

The question still remains unanswered inasmuch as neither of the descriptions quoted above suggest the notion of primary responsibility. Thus, the present writer interviewed the Director of Development and asked the following question: "Federal programs are described as part of the responsibilities of your office. What is your view of the importance of this aspect of the total set of responsibilities assigned to your office?" The response was that while the office of the Director of Development fulfills other functions, it is the conception of the present office-holder that his primary responsibility is to deal with federal programs.

#### Administration

The questions relating to administration chosen for attention here are: (1) What evidence is there that federal funding has brought infringement on institutional self-governance in terms of decision-making relative to selection

of, or control over, students, staff, curriculum, and allocation of college funds; (2) In what instances have the federal funds received helped to solve specific administrative problems; and (3) What specific administrative problems have been created by receipt of federal funds? All three questions were included in the Questionnaire to College Administrators. A review of the responses is given below.

#### Question One

The question was rephrased to read: "Some contend that federal funds may infringe on institutional self-governance and local decision making. What evidence, if any, could you suggest where this has been the case relative to your own decision-making in selection of, or control over, students, staff, curriculum, and allocation of college funds?"

Most of the respondents indicated that, in terms of their own experience, there was no evidence they could supply to support the contention suggested in the question. However, some comments were offered.

With reference to students and staff, two of the respondents included comment related to civil rights implications. The Director of Development suggested that "the desire to obtain federal funds has resulted in an awareness of Civil Rights Act of 1964 as related to students," and

"the President's Executive Order No. 11246, with regard to selection of staff." And the Dean of Student Services commented: "Recruiting qualified black staff has always been a problem but we have had this problem prior to 1964." He continued, "the college has always been open door but recruiting black students continues to be a problem as it always has been." In sum, "I don't think the advent of federal funds has caused any basic change of policy."

Other comments received included (1) reference to cases where needed equipment as determined by the college was deleted at the State level when proposals for funding under federal programs were submitted, (2) possible implications of maintenance of effort requirements attached to certain of the federal programs in which the college has participated, (3) availability of federal funds for certain activities may lead to requests from the State level for college participation in given programs and this request may contain overtones of insistence on local participation, and (4) otherwise qualified students may not be eligible for the Federal work-study program.

The Director of Development suggested that "the availability of federal funds has obviously infringed on decision-making by opening a wider range of possibilities. Such infringement has been beneficial."

Question Two

The question was phrased on the Questionnaire as: "In instances have the federal funds received by DBJC 1963-69 helped to solve specific problems you have encountered as an administrator?"

The answers to this question centered mainly on funds received for equipment, buildings, and financial aid to students. The President of the College stated that "until 1970 we depended almost entirely on Vocational Education Act funds for equipping occupational programs. State funds were not available and the need was critical." Several other administrators also noted that federal funds provided funds for equipment that otherwise could not have been purchased, with special note toward vocational-technical programs.

It was suggested that the grant received under the Higher Education Facilities Act came at an opportune time to solve space problems. The Dean of Student Services specifically noted that "HEFA funds enabled construction of adequate quarters for Student Services Division. We moved in the Guidance Center in December, 1968, and for the first time in 10 years had room enough to function adequately."

NDEA funds for student loans were noted as helping to solve needs in that direction. The Vice-President for Business Affairs felt that "many students would not have been

able to continue their education without the loans that were made. Our tax funds cannot be used for loans." A remark by one administrator indicated that work-study funds had been helpful by providing him with student assistants.

The former Dean of the Division of Adult and Continuing Education commented that federal funds for basic education "helped to solve certain problems dealing with ADA. Under the Basic Education agreement we were not limited to any size class, therefore we could have classes in any part of the County with as few as five students." The implication of this would seem to be that under normal funding arrangements for basic education classes a certain number of students would be expected to register for a class before it could be offered because otherwise the college would not receive sufficient State funds to warrant the class on ADA based funding. Under the federal grant, funds received were not specifically based on number of students per class.

### Question Three

The question was worded: "In what instances have the federal funds created specific administrative problems for you?"

As might be expected, several administrators pointed to problems related to reporting requirements. While this aspect of federal funding is dealt with elsewhere in this

chapter, the comments made in this regard in response to the above question might be summarized here. No one denied the need for accountability. The concern was not with the need to make the reports per se but rather with the nature of them. One noted, for example, that the accounting required in federal reports does not coincide with State accounting procedures. Another speculated that some of the reports may be superfluous and not functional in terms of contributing to the teaching-learning situation. The Vice-President for Business Affairs made the following statement in answer to the question:

The volume of paperwork has caused the administration to employ some additional clerical people. These personnel are paid from the regular operating portion of the budget. The percentage permitted as overhead on some grants does not defray the added cost. But - considering the return of over two million, we can put up with some inconvenience.

Two of the respondents made reference to the Adult Basic Education program. A generous beginning grant followed by marked variations in federal funding prompted early expansion and then necessitated cut-backs in the program which impacted the number of class offerings and the personnel involved.

One administrator commented on the lack of flexibility allowed when a need arises to transfer equipment purchased with federal funds from one program to another.

Finally, one administrator could not resist noting that he was not aware of any specific instances where federal funds created a problem for him except possibly "the problem of filling out your questionnaire."

### Research

The questions to be considered are: (1) What outcomes and difficulties have been attached to federal research grants given to individuals at the college or to the college itself? (2) What have been the emphases of federally funded research at the college?

The review of literature undertaken for this study underscored the fact that one activity in higher education which has received sizable federal support is that of research. A variety of concerns were expressed by university administrators with regard to this "support." Logan Wilson, for example, points out that the majority of federal research grants go to a very small number of institutions of "demonstrated excellence." A wider spread of participation is recommended as well as "more institutional determination of what research and which researchers are to be supported."<sup>9</sup> Nathan Pusey, in a paper entitled "The Carnegie Study of the Federal Government and Higher Education," notes the underfunding aspects whereby an institution may be compelled to divert some of its own funds to supplement costs of govern-

mentally inspired research projects. There is also much pressure on the institution in terms of administrative and facility requirements in support of these research endeavors and since only certain departments are likely to receive such research support, imbalances between departments may result. Pusey also expresses the concern that, "the encouragement of research within a university will make it increasingly difficult for a faculty to show proper concern for instruction of undergraduates."<sup>10</sup>

Another earlier section of the present study also brought out the fact that research is not generally thought of as a function performed in community colleges. For example, Blocker, Plummer, and Richardson in their book entitled, The Two-Year College: A Social Synthesis, note the "avowed disinterest in research"<sup>11</sup> at the modern two-year college, and assert that "the two-year college has made something of a fetish of not being research oriented."<sup>12</sup>

A review of available records, as well as information gained through interviews, leads to the conclusion that federal funds were not received by the college itself, or through DBJC, in direct support of research. And in light of the above, it could be said that while federal influence on institutions of higher education in terms of grants for research is a stated concern, this belongs to the universi-



ties and thus could be easily eliminated from consideration in a study dealing solely with the public junior college.

However, because the design of this study may have some applicability elsewhere, it might not be too inappropriate to include a brief report of a survey of research at DBJC conducted by the present writer early in 1970. A questionnaire was issued to 181 faculty and administrators. One question asked for a listing of any past research accomplished. Of the 110 who returned the questionnaire, 51 listed research accomplishments in their particular academic field, and 15 listed topics dealing with educational research. Thirty-five said they were currently involved in research of various types. This does not indicate that past research was conducted while the respondents were at DBJC when it was accomplished, nor mention of how it was funded. But it might be suggested that individual activity in research does exist at the junior college and it may be that in some two-year institutions such activity could be eligible for some types of federal funding. One type of federal grant which seemingly would be attractive to junior college faculty is the small research project grant program under which amounts up to \$10,000 can be obtained. However, it appears that this sort of grant has not been applied for by personnel at DBJC.

Since the present study is limited to funds received by or through the institution itself, further efforts toward determining sources of funding for individual research at DBJC was not undertaken.

College Federal Fund Experience Related to  
Proposals, Expenditures, and Reports

Questions for consideration are: (1) What difficulties have been encountered relative to the timing of (a) application deadlines, (b) project approval, (c) disbursement of federal funds to the institution, and (d) deadlines for expenditures; (2) What criteria are used in making an affirmative or negative decision to apply for federal funds; (3) In what ways, if any, does the decision-making procedures for federal projects differ from that which is applicable to college undertakings for similar purposes which are not federally funded; (4) How does the college become informed about funds available from federal sources; (5) In what ways has the data generated solely as a result of federal requirements been valuable to the college; and (6) What difficulties have been encountered relative to generating the necessary data for proposals and reports relating to federal funding?

The first question was designed to elicit comments on difficulties related to timing of various aspects in the

federal funding process. The question was included in interviews with Directors, Department Heads, and Instructors, as well as in the Questionnaire to College Administrators. Commentary in the foregoing section on "Educational Program" includes note of timing in cases where difficulties were engendered in one or another of the programs reviewed. These will not be repeated in the present section. Additional comments received in the interview and Questionnaire process were not in terms of specific instances but rather were generalized and representative of types of problems experienced.

Several persons commented on the application procedure for federal funding of equipment, especially for vocational programs. The application procedure involves the making of "wish lists," which project needed equipment for the following year. There is, then, a time lag of some consequence between when these lists are composed and when the funds are actually received. In the meantime changes can occur which impact the kinds of equipment which are needed at the time funds are received. For example, enrollment might alter and turn out to be particularly heavy in one area over another; instructional staff might change; better kinds of equipment might come on the market; or presently owned equipment might break down and hence need replacement. When

the lists are composed, then, future needs are not always clear, but when the funds are received they must be spent on the items previously listed.

There have been several instances where the time span between when the federal grant was approved and when funds were required to have been committed was such that either extensions of time had to be requested or purchases hurried. There are undesirable administrative aspects in either case.

Local funds are not generally disbursed for a given purpose when an application for federal funds for that purpose has been made and while hope for project approval exists. This is a drawback inasmuch as there is sometimes a long wait for decisions on projects submitted and this acts to postpone expenditure of funds which might otherwise become available to meet the need expressed in the proposal.

Questions 2 and 3, which were included in the Questionnaire to College Administrators, deal with decision-making and decision-making procedures related to federally funded projects. The responses to the question on criteria used in making decisions as to application for federal funds focused on two items. The main common criterion used, as listed by DBJC administrators on the questionnaire, was "need." Need can be viewed in at least two ways: (1) need for the purpose to which the funds are to be put, and (2)

need for the funds which can be put to that purpose. One administrator suggested that in the programs he had experienced, funds were requested only for classes or materials that could not be provided for, or supported, by the College. Another perspective of need was supplied by the Vice-President for Academic Affairs who stated:

Need is the major criterion. If the situation happens to be a new program under consideration, determination of need is based on the number of potential students surveyed who wish to enroll in the program or course and community need, including the need for employees by employers. Equipment is requested if it can be justified in terms of needed teaching-learning experiences and space availability. Requested construction needs also are justified on the basis of increased enrollment, new programs, or the expansion of present programs.

A second criterion suggested on several of the questionnaire responses was that of ability and willingness to meet other requirements such as matching funds, or post-grant continuation with local funding for the given purpose.

There was no indication that the decision-making procedure for federal projects differs from that applicable to projects funded otherwise. However, two administrators made an almost identical point that federal funding often applies to areas where college funds would not otherwise be available at all, or, if only local funds were available, spending would be undertaken on a smaller scale.

Question 4 was included on the Questionnaire to College

Administrators and also in the interview with the Director of Development. On the Questionnaire, the item was phrased: "How do you keep informed about funds available from federal sources?" Several noted that periodicals and publications, such as those from the AAJC or from the federal government, are means. It was also suggested that, in general, the staff in any given specific department may seek and disseminate information relative to federal funds for programs in that department.

Since the college does have a person assigned the duty of writing federal projects, most administrators rely on that person for information on availability of federal funds. Since this duty falls to the Director of Development, it seemed useful to learn how he gets information on federal programs. Included are (1) mail or phone calls from bureaus and divisions in Washington or Tallahassee which are involved in administration of various titles of various Acts, (2) federal catalogs of available federal assistance, (3) private publications such as those of the AAJC, and (4) attendance at conferences. Apparently the college, at one time, tried a service which was designed to keep schools informed on such matters but, in light of information otherwise available, the service was discontinued by DBJC as being unnecessary.

Questions 5 and 6 give attention to data which is a necessary concomitant to proposals and reports related to federal funding. The Director of Development, who is responsible for proposals for federal funds, noted that while the data generated to meet proposal requirements has, by that account, in a sense, helped DBJC to get federal funds, no specific instances could be cited where the same data was useful in other directions. He suggested that since federal proposal forms are designed to apply to all institutions of higher education, they include definitions which are not totally applicable to an institution such as DBJC. Some guess work as to the essence of the information wanted is required and the data must be manufactured accordingly. In some cases information is almost inaccessible. For example, a proposal or report may require data in terms of clock hours per week for programs in which records are kept in some other measure, such as in credit hours per semester. The two are not equivalent nor easily made equivalent.

#### Concluding Remarks

The report contained in Chapters VI and VII covered a range of topical areas. In each section attention was given to a set of questions selected for their relevance to an assessment of the impact of federal funds on DBJC. Answers to the questions were secured through a variety of means.

In some instances the questions called purely for statements of opinion or experience. In other cases the questions required compilation and analysis of available data. Some of the original questions as listed in Chapter V were eliminated completely from consideration, and some reorganization of questions occurred.

Chapter VIII, which follows, will offer commentary and conclusions related to the case study of DBJC as well as to this entire project.



## NOTES

1. Daytona Beach Junior College Catalog 1970-1971, p. 23.
2. Schedule B--Narrative Summary (Progress Report Evaluation Form submitted by DBJC to the State Coordinator, August 11, 1969, relative to project #68-159-002, Title I of the Higher Education Act of 1965).
3. Louise M. Atty, paper presented at 50th Anniversary Conference of the American Association of Junior Colleges, Honolulu, Hawaii, March, 1970.
4. Louise M. Atty, "II. Project Accomplishments," Summary of Project MH11008, Department of Mental Health Technology Daytona Beach Junior College, June 1, 1970, p. 4.
5. Daytona Beach Junior College, Faculty Handbook (Revised 8/70), p. 3.
6. Ibid., p. 6.
7. Ibid., p. 3.
8. Ibid., p. 6.
9. Logan Wilson, "Higher Education and the National Interest," Campus 1980, Alvin C. Eurich, editor, New York: Delacorte Press, 1968, p. 31.
10. Nathan M. Pusey, "The Carnegie Study of the Federal Government and Higher Education," Higher Education and the Federal Government, Charles G. Dobbins, editor (Washington, D. C.: American Council on Education, 1963), p. 27.
11. Clyde E. Blocker, Robert H. Plummer, and Richard C. Richardson, Jr., The Two-Year College: A Social Synthesis (Englewood Cliffs: Prentice-Hall, Inc., 1965), p. 3.

12. Ibid., p. 5.

## CHAPTER VIII

### CONCLUSION

This chapter is organized in accordance with the major objectives of the study which were (1) to identify the directions and ways in which federal funds might impact a public junior college, (2) to develop a model for assessment of the impact of federal funds on a public junior college which encompasses the projected directions and ways in which impact may occur, (3) to conduct a case study of one public junior college utilizing the proposed assessment model, and (4) to indicate the impact that federal funds have had on Daytona Beach Junior College based on the case study. A final section of this chapter contains some overall concluding observations.

#### Identification of Directions and Ways Federal Funds May Impact a Public Junior College

Impact was taken to mean strength and direction of influence. Through a review of the literature, and queries to persons who were thought to be in a position to make useful suggestions, a list of questions was composed which were reflective of expressed concerns related to federal

funds and institutions of higher education, and which identified a wide range of ways and directions in which federal funds might affect a recipient institution. A total of 152 questions was delineated which provided the raw material out of which a means for assessment of the impact of federal funds on a selected public junior college could be developed. These were then structured essentially along the lines of the organization of the accreditation standards of the Southern Association of Colleges and Schools which cover virtually all the areas of activity of an educational institution.

#### Assessment Model

Model, in this case, referred essentially to a structural design or pattern. Assessment of impact was based on use of a set of questions together with projected sources of information for developing answers. The assessment model, therefore, encompassed the questions together with the approaches taken to procure answers.

The set of questions used for the case study were taken from a much larger initial set developed in the course of the study. The review of the literature covered material related to universities as well as to junior colleges. Some of the questions which resulted were not totally applicable to a two-year institution. Further, the questions in the

initial set were not completely discrete and in some cases it was possible to combine several questions into one which covered the area of concern. Finally, the choice of questions used for case study purposes was based on possibilities for developing answers in the institution chosen for the case study. Choice of questions as well as the ways of deriving answers would vary in accordance with the institution to be studied and the scope of the study to be made. It might be suggested that the initial set of questions could serve as a compilation of concerns which others wishing to deal with the impact of federal funds on institutions of higher learning might find useful. For the case study of DBJC, 67 questions were selected and developed out of the initial 152, and for each a means of procuring an answer was projected. In some cases, this involved recourse to available recorded data and documents, in others, structured personal interviews, and in still others, use of a written questionnaire. Interview and questionnaire instruments were developed.

### Case Study

The case study aspect of this paper actually consisted of three parts. First, a description of the institution to be studied, Daytona Beach Junior College, was included in Chapter II. There, attention was given to the college's

history and development, philosophy and objectives, organization and curricula, finance and community setting. Chapter III may also be considered as being a part of the institutional case study in that it provided a compilation and description of the federal funds received by DBJC over the fiscal years 1963-1969. Finally, application of the assessment approach chosen, with outcomes as reported in Chapters VI and VII, should be considered as the major element of the case study of the school. The questionnaire and interview instruments were administered between December 15, 1970, and January 21, 1971. Additional material from records and reports and informal discussion was collected during that period to supplement that gathered in the process of developing data on the federal funds received by the college.

#### Impact of Federal Funds on DBJC

The following paragraphs follow the organizational structure of Chapters VI and VII. A comprehensive review of the outcomes is not attempted since that is included in the earlier chapters. However, what follows may be taken as a summarizing statement of the impact of federal funds on DBJC.

Student personnel. Over the fiscal years 1963-1969, a total of \$460,730 in student financial aid from all sources was disbursed to DBJC students. Of that total, \$272,713 was

from non-federal sources and \$188,017 was from federal sources. As an overall percentage, federal funds accounted for about 41 per cent, with the highest annual federal percentage reaching 47.5 per cent in 1966.

While on an annual basis the federal per cent of total financial aid to students has increased from 17.5 in fiscal 1963 to 44.8 in fiscal 1969, the magnitude of non-federal funds has steadily increased as well. In fiscal 1963, \$11,418 in non-federal aid was disbursed. In 1969 that total was \$87,861. As a total, the non-federal financial aid has increased in every year covered by the study.

Whether the rate of increase of locally provided funds or its direction in terms of types of aid might have been altered had the federal funds not been received is problematical. In any case, available evidence is that federal financial aid has not supplanted local efforts.

In terms of numbers of students, a total of 850 students received some form of federally funded student financial aid over the years under consideration, and these accounted for 34.6 per cent of all students who received financial aid at the college over that time period. In fiscal 1963, 23.4 per cent of those students receiving financial aid received it under federally funded programs. By 1969, that percentage had almost doubled and amounted to 41.8 per cent.

Beginning with fiscal 1966, the federal government became the largest single donor of financial aid for students at DBJC. The two federal programs of greatest significance in the years covered by this study were the college work-study program and the National Defense Student Loan program. DBJC's experience would indicate that the work-study program has aspects which make it of value to the college as well as to the student recipients. The college benefits from the work done and the student has a ready-made, convenient part-time job opportunity which yields both needed income and varied work experience. On the other hand, the NDSL program has the aspect of repayment which can and does present a collection problem to the college, requires much clerical effort, and represents a burden to the recipient in terms of future repayment.

Some federal financial aid programs require matching funds. Providing these have posed no problem to the college and such requirements have not influenced the amount of federal funds requested. Tuition and fees have increased over the time period covered but the ability of the college to provide financial aid did not play a role in that regard.

The enrollment effect of the federally funded financial aid was not determined although some of the possible considerations which might enter into such an analysis were



given attention. There is a strong presumption that, in light of family income, many students would be unable to meet college expenses without some form of financial aid. It cannot be assumed, however, that all students who receive financial aid from the college would not otherwise have enrolled.

It does appear that establishment of a full-time position of Director of Financial Aid and the development of that office under the Division of Student Services was given a large causal impetus by federal funds. This set up the circumstances for further exploration of funding possibilities and for larger involvement with federal programs.

The impact of Veterans Educational Benefits was viewed in terms of reporting, certification, and other administrative responsibilities attached to processing students who receive such benefits. The small sums represented by reporting fees received by the college from the Veterans Administration belie the tasks which are incumbent on the Registrar's office in dealing with this form of student assistance.

Buildings. The college received a total of \$1,172,679 in federal funds for construction purposes over the fiscal 1963-1969 period. The total construction undertaken over that period cost \$4,360,675. Federal funds accounted for

26.8 per cent of the total cost of construction. On the particular buildings for which federal funds were specifically received, the federal share ranged from 35.1 to 47.5 per cent of the total cost.

The essence of the impact of federal funds for building purposes was that the college was enabled to undertake construction projects at an earlier date than finances would otherwise have permitted. The nature of funding of junior college construction in Florida, and the record of appropriations, indicate that the buildings would have been made possible but not at the time when construction was actually enabled at DBJC. The planned sequence of building projects appears to have been unaltered. The advantage allowed through receipt of federal funds meant that pressure for space brought on by increased enrollments and expansion of programs were alleviated at an earlier time, and that construction was undertaken at a lower cost per square foot, due both to general overall annual increases in building costs, and savings involved in larger construction projects made possible at a given point in time. It was also suggested that the nature of certain of the buildings might well have been altered, perhaps made smaller; if construction of them had been undertaken earlier but without the addition of federal funds.

Library. Under Title II of the Higher Education Act, the Library received a total of \$15,000 in federal funds in fiscal 1963-1969, made up of \$5,000 grants in each of the years 1967, 1968, and 1969. As a per cent of total non-federally funded expenditures for library materials only, these ranged from 11.1 to 18.5 in the three years, and in terms of non-federally funded expenditures for all library purposes, they represented from 3.7 to 7.2 per cent. To receive the funds the college was required to meet both maintenance-of-effort and matching provisions. Neither requirement presented problems and were met as a matter of course rather than by design in order to acquire the federal funds. The funds were used almost exclusively for books, averaging about 800 volumes per year and accounting for approximately 30 per cent of the total number of books purchased by the library each year. In fact, the collection of books was enhanced by 2,377 volumes. But books constitute only a part of total expenditures for library materials, and library materials represent only a part of total expenditures for library purposes.

The college did not qualify for additional funding in terms of supplemental grants under Title II because required special needs were not present. Eligibility for a supplementary grant might in itself be considered as an indication

of institutional need for federal assistance. In DBJC's case, it appears that the federal funds received for library purposes were funds in addition to what might be considered as an otherwise reasonably financed operation.

Educational program. In the fiscal years covered by this study a total of \$676,282 in federal funds was received for equipment, salaries, and materials for regular and special programs at DBJC. Not all programs which received funds were covered in the case study. However, those programs chosen for detailed consideration together represented \$587,834 or almost 87 per cent of the total dollars received. Information on impact was gathered through a combination of interviews, a questionnaire, and review of available records and reports. There appeared to be three main directions of federal fund influence on the college's educational programs: (1) on the content and teaching method of existing programs due to added laboratory equipment and instructional devices, (2) on the extent of course offerings within existing programs due to federal funding for salaries and materials, and (3) in terms of programs not existing prior to receipt of federal funds and whose inception can be directly and solely related to the receipt of those funds in some cases, and closely related in others.

A detailing of the specific nature of the influences

relative to each program studied is included in an earlier chapter. However, those programs studied which fell into each of these general categories might be listed here. Programs in which changes in content and instructional approach were enabled primarily by additions of federally funded equipment were (1) Music, (2) Art, (3) Building and Contracting Technology, (4) Civil Technology, (5) Electronics, (6) Mechanical Technology, (7) Technical Illustration, (8) Drafting, (9) Watch Repair, (10) Air-conditioning and Refrigeration, (11) Cosmetology, and (12) Printing and Lithography. Programs in which existing course offerings were extended were (1) Adult Education (Adult Basic Education) and General Enrichment (Senior Citizens Enrichment). Two programs which were started directly due to receipt of federal funds were (1) Mental Health Technology, and (2) Professional Nurse Refresher. Mental Health Technology continues to be an ongoing program at the college while the last mentioned program was a short course offered only at one point in time. Those programs currently offered whose inception or continuance was very closely related to federal funding were Key Punch and Mechanical Technology.

While there was no particular indication that formal policies for admission to programs had been affected by federal funds received, it was suggested by the instructors

involved that there had been a noticeable increase in the quality of students enrolling (especially in Electronics, and Printing and Lithography). Cause-effect in this regard is tenuous.

Statements as to the enrollment effect of educational facilities gotten with federal funds deal in the realm of possibilities only. The assumption is that a positive enrollment effect would have occurred. It is likely that resultant employability based on learning latest skills on equipment used in industry, or on well-formulated teaching devices, could affect enrollment. Handsome equipment in laboratories and shops, and classrooms housed in modern buildings, would seemingly make programs attractive. However, in several programs exhibiting all of these characteristics annual enrollment has dropped. Of course, where this has been true, it might have dropped to a greater extent under other circumstances.

Financial Operations; Budgeting; Accounting. The burden of federal matching requirements on originally budgeted funds was explored. So also was the possibility of federal funds freeing already budgeted college funds so that they could be put to a use not otherwise possible at the time.

Each year every department and office receives an allocation in the budget. Even if federal funds are received

for a given activity, originally allocated funds for that purpose remain in the budget. However, there is no carry-over of unspent budgeted funds from one year to the next, and all funds unspent by a department are "thrown into the pot" at the end of the year. Federal funds could result in some college funds not being spent for an originally budgeted use, but tracing the eventual use of these particular funds, and determining that funds would not have otherwise been available, would be a difficult task.

Federal funds for buildings seem to have had a sort of "snowball effect." For example, federal funds put toward construction of the Guidance Center and Applied Science Buildings saved some state construction money and enabled the college to apply those funds toward the Automotive Building which otherwise could not have been put under construction at the time. State construction funds were freed by the federal funds received. With the exception of funds budgeted for contingency and unappropriated reserve allocations, or in some cases, State construction funds, receipt of federal funds involving matching requirements have not caused shifts in funds allocated originally to other purposes. That is, funds allocated for any program, department, or division, have not been diverted to some other educational activity due to receipt of federal funds with

attendant matching requirements for that activity. No instances could be found where matching requirements or maintenance of effort provisions caused an obstacle or a problem relative to the college's ability to secure federal funds. While uncommitted funds held for contingency purposes may be drawn upon to meet matching provisions, decisions as to the amount of funds held for contingency purposes are not based on considerations of possible receipt of federal funds.

In terms of budgets and budget-making, federal funds which have actually been authorized and approved are included in the budget. Proposals alone are not so included. While budget making involves some speculation, it appears that conjecture on federal funds in terms of being given attention in the construction of the college's annual budget is negligible. While the possibility for receipt of federal funds exists, variations in extent of funding timing of disbursements, and purposes approved for funding, are such that they are not explicitly taken into account in the annual process of developing the college's forthcoming fiscal budget.

Computations of how well funds received to cover administrative overhead expenses attached to federal programs actually cover the expenses incurred were not possible. There was a strong presumption that in the case of Veterans



Benefits, the NDSL program, and the Professional Nurse Refresher Training program, administrative overhead expenses were not so covered. However, administrative efforts in reference to federal projects are usually so coupled with other work that delineation of specific expenses incurred is in the realm of conjecture.

The institution is not dependent on federal funds for its operations. The extent, quality, and content of programs has been positively affected by those funds and it could be suggested that perhaps dependence on federal funds applies not so much in terms of ability to produce programs per se but rather to produce them to their present breadth and depth.

Personnel; faculty and staff. The influence of federal funds on job descriptions appeared minimal. The only positions for which the description explicitly included federal matters were those of the Director of Development and the Director of Financial Aid. The Director of Development submits proposals for federal grants and the Director of Financial Aid maintains statistical records for federal reports. While the Director of Development develops and submits proposals and serves as a liaison and information source on federal grant matters that is only one part of his assigned duties. It did not appear that the size of

the institution and the nature of the programs offered were such that in the 1963-1969 period, DBJC was committed to hiring staff devoted only to the purpose of obtaining federal assistance.

The influence of federal funds on employment and hiring practices was in terms of Equal Employment Opportunity obligations. Since the college receives federal funds, it is considered to be a federal contractor and, therefore, comes under Equal Employment Compliance standards. The result is pressure to hire minority group personnel in all positions.

Salary schedules have not been influenced by federal funds.

Purpose and objectives. The college's statement of purpose and objectives was not altered over the fiscal 1963-1969 period. Federal funds had no influence in their composition.

Plans and priorities. In the time span under present analysis there were no formal procedures for planning for periods beyond that of the one-year budget. The nature of the college's financing appears to have been a factor which may have discouraged extensive efforts in terms of long range planning. The school is funded on an annual basis and funding formulas as well as variations in legislative appropriations are virtually beyond local control. Further,

until 1968, the Adult and Vocational Divisions of the college were under the financial aegis of the County school system.

Long range planning, then, appears to have taken the form of priorities which would be realized when funding materialized, with the latter being largely problematical in any explicit long-term sense. Federal funds are not thought to have influenced decision-making related to priorities or projected sequence of events. Federal funds did influence the timing of actualization of priorities but did not influence the nature of those priorities.

Organization. The organizational pattern of the college viewed in terms of organization charts was largely unaffected by the federal funds received. It does appear that establishment of the positions of Director of Financial Aid, Director of Basic Education, and Chairman, Mental Health Technology were directly related to receipt of federal funds. The Director of Development was explicitly assigned the responsibility of dealing with federal programs. This is only one of several duties assigned to that position but it is the conception of the officeholder that his primary responsibility has become that of dealing with federal programs.

Administration. Three points with regard to the impact

of federal funds on administration were explored: (1) infringement on institutional self-governance, (2) solution of specific administrative problems, and (3) creation of specific administrative problems.

According to the responses of a range of DBJC administrators there is little feeling that self-governance has been infringed upon. The matter of equal employment opportunity requirements has necessitated increased efforts to recruit qualified black faculty and staff. And there have been instances where requests for needed equipment as specified on the local level have been amended in the State level administration of certain federal programs.

In terms of solving specific problems, it was suggested that the college has depended almost entirely on Vocational Education Act funds for equipping occupational programs. State funds were not available and the need was great. The grants for construction came at an opportune time to solve space problems. Federal funds have been salutary in meeting the problem of provision of an adequate level of student financial aid for DBJC students. In the area of Adult Basic Education, classes of very small size were enabled in that funding under the federal grant was not based on number of students per class. Under normal State ADA funding, classes under a certain size are not financially warranted.

In terms of creating specific problems, several administrators pointed to those created by reporting requirements. The concern expressed was not with the need to make reports and to be accountable for the funds received, but rather with the nature of the required reports which necessitate data in forms in which it is not ordinarily collected, and accounting procedures which differ from that used by the State. While the paper work involved with federal proposals and reporting were noted, this writer found that in general, the return in terms of funds to the college was considered as worth the extra effort and/or inconvenience. Exceptions might be the NDEA student loan program and the MDTA Professional Nurse Refresher Training Program. Other specific administrative problems noted were with regard to (1) the Adult Basic Education program, wherein a generous beginning grant followed by marked variations in federal funding prompted early expansion and then necessitated cutbacks in the program which impacted the number of class offerings and the personnel involved, and (2) the lack of flexibility allowed when a need arises to transfer equipment purchased with federal funds from one program to another.

Research. Federal funds have not been received by the college itself, or through DBJC, in direct support of research. However, the probable interest in research at DBJC,

its place in the public junior college, and the type of federal grant which might be especially applicable (small research project grant program) were reviewed in an earlier chapter.

Additional commentary on proposals, expenditures, and reports. The application procedure for federal funding of equipment for vocational programs involves the making of "wish lists," which project needed equipment for the following year. There is a time lag of some consequence between when these lists are composed and when the funds are actually received. For example, enrollment might alter and turn out to be particularly heavy in one area over another; instructional staff might change; better kinds of equipment might come on the market; or presently owned equipment might break down and hence need replacement. When the lists are composed, then, future needs are not always clear, but when the funds are received they must be spent on the items previously listed.

There have been instances where the time span between when the federal grant was approved and when funds were required to have been committed was such that either expansions of time had to be requested or purchases hurried.

Local funds are not generally disbursed for a given purpose when an application for federal funds for that

purpose has been made and while hope for project approval exists. This is a drawback inasmuch as there is sometimes a long wait for decisions on projects submitted and this acts to postpone expenditure of funds which might otherwise become available to meet the need expressed in the proposal.

Federal proposal forms are designed to apply to all institutions of higher education and hence include definitions which are not totally applicable to an institution such as DBJC. Some guess work as to the essence of the information wanted is required and the data must be manufactured accordingly.

#### Concluding Observations

This study has provided a description of the federal funds received by DBJC over the fiscal years 1963-1969 and the impact they had on the college. The study included (1) a compilation of the funds received and the uses to which they were put, (2) a reasonably complete representation of the institution, and (3) development of a methodological approach which would permit a comprehensive assessment of impact encompassing the range of purposes for which funds were received and the range of possible directions in which impact might occur.

The approach taken permitted inclusion of that recorded data which was available, and also, through interview and

questionnaire, allowed capture of much evidence which was not otherwise available.

Mere opinion was not necessarily a desideratum and while in some cases it was the type of information requested, in others it was the only type to be had. In any case, perceptions of past experience may usefully be taken into account since they are at least partial arbiters of future action.

Many of the directions in which impact may be viewed are not amenable to quantification. Further, in the case of the present study, numbers could not be assigned to some potentially quantifiable parameters because of shortcomings in needed recorded data. It may be that, when studies similar to this one are projected for the future, present data collection procedures and elements may be altered so that additional measures of impact can be made which would otherwise not be possible. The present emphasis on accountability, and on development of Planning, Programming, Budgeting Systems in educational institutions will undoubtedly provide better bases for studies of this type in the future.

"Impact," or "effect," has a consistency of comparison and may be viewed against "what was," and/or in terms of "what might otherwise be." To some extent, judgment as to "what might otherwise be" is based on assumed continuation



of "what was." A difficulty encountered in this study was that in many cases only conjecture, and not always that, could be offered as to whether funds received from federal sources for a given purpose could have been obtained, or otherwise made available, at the given time from other sources and in a like amount, or whether continuation of "what was" could reasonably be assumed in the absence of federal funds. However, it was largely possible to discuss the impact of federal funds based on a known situation before the federal funds were received or which was occurring as federal funds were received. In some cases, it was possible to state with reasonable assurance what might have been the situation had the federal funds not been received. Care was taken, however, to avoid unwarranted conjecture.

The \$2,072,611 received by DBJC in fiscal period 1963-1969 under 12 differing pieces of federal legislation and under a much larger number of provisions were applied to a variety of purposes and involved a variety of outcomes. In order to make some succinct statement of total impact in terms of "large," or "great," or "small," it would be necessary to sum these into some number which might then be compared to some given index of impact. However, the nature of the foregoing material is not permissive of that sort of summation, and the value of the study was not meant to lie

in computation of some comprehensive single quantity.

The study was designed to provide as explicit and comprehensive a statement as possible on how federal funds have affected one selected public junior college. It included detailed review in terms of each of the variety of purposes to which those funds were employed and provided commentary on a more general exploration of problems and stated concerns regarding federal funds and higher education as they applied to Daytona Beach Junior College.

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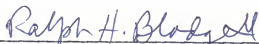
## BIOGRAPHICAL SKETCH

Clinton Cook Daniels was born September 30, 1934, at Chicago, Illinois. In June, 1952, he was graduated from South High School, Denver, Colorado. In June, 1957, he received the degree of Bachelor of Arts with a major in Economics from Colorado College. He took additional course work in Economics at the University of Colorado and in 1958 went on six-months active duty at Fort Lee, Virginia, as a Reserve Officer in the Quartermaster Corps of the United States Army. Upon release from active duty he worked first for the Bank of America and then for the Standard Oil Company in Los Angeles, California. In 1960 he enrolled in the Graduate School of the University of Southern California. He held a Teaching Assistantship in the Department of Economics and received the degree of Master of Arts with a major in Economics in January, 1963. He was then employed by Ford Motor Company and also taught part-time at Los Angeles City College. In 1964 he enrolled in the Graduate School of Vanderbilt University and held a Research Assistantship in the Department of Economics. In 1965 he was

employed by Greensboro College, Greensboro, North Carolina, as Assistant Professor of Economics and continued in that position until 1968 when he enrolled in the Graduate School at the University of Florida. He was a teaching assistant in the Department of Economics and completed course work for the degree of Doctor of Philosophy in 1969, after which he was employed in his present position as Director of Research at Daytona Beach Junior College.

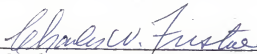
Clinton Cook Daniels is married to the former Nancy Ann Wilcox, and is the father of one child, Paul Vandercook.

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.



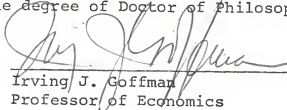
Ralph H. Blodgett, Chairman  
Professor of Economics

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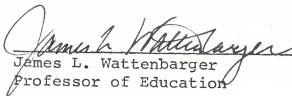
Charles W. Fristoe  
Associate Professor of Economics

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.



Irving J. Goffman  
Professor of Economics

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.



James L. Wattenbarger  
Professor of Education

This dissertation was submitted to the Dean of the College of Business Administration and to the Graduate Council, and was accepted as partial fulfillment of the requirements for the degree of Doctor of Philosophy.

June, 1971

  
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Administration

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Dean, Graduate School